

ORDERLY AND HUMANE MIGRATION
AN EMERGING DEVELOPMENT PARADIGM

edited by
Priti Kumar Mitra
Jakir Hossain



Institute of Bangladesh Studies
University of Rajshahi



IOM International Organization for Migration

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University of Rajshahi

The Institute of Bangladesh Studies (IBS) is an advanced centre for inter-disciplinary study and research on various aspects of Bangladesh society, life and culture. It is the only national centre of its kind for teaching and research that undertakes scientific studies in the fields of humanities, social sciences, business studies, law, and non-experimental science offering programmes for M.Phil. and Ph.D. degrees. The Institute of Bangladesh Studies was established on the twenty-fifth of September 1973, under an Act of the Bangladesh Parliament No. XXVI of 1973, described as the *Rajshahi University Act, 1973*. IBS is a constituent Institute of the Rajshahi University with a separate Board of Governors. It is administered within the broad framework of policies, rules and regulations of the University.

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IOM International Organization for Migration

International Organization for Migration (IOM) is committed to the principle that humane and orderly migration benefits migrants and society. Established in 1951 as an intergovernmental organization to resettle European displaced persons, refugees and migrants, IOM has now grown to encompass a variety of migration management activities throughout the world. After half a century of worldwide operational experience, IOM has become the leading international organization working with migrants and governments to provide humane responses to migration challenges. IOM has the global mandate to set and deal with the full range of migration issues. It acts with its partners in the international community to assist governments in meeting growing operational challenges of migration management; advance understanding of migration issues; promote positive aspects of migration and reduce irregular migration particularly trafficking; encourage social and economic development through migration; and uphold human dignity and well-being of migrants.

With a network of 159 offices in over 100 countries, IOM's activities fall into seven main service areas: movements, assisted returns, counter-trafficking, mass information, migration health, technical cooperation for capacity-building and labour migration. IOM also helps member States through: rapid humanitarian responses to sudden migration flows; post-emergency return and reintegration programmes; assisted voluntary return for irregular migrants; recruitment of highly qualified nationals for return to their country of origin; aid to migrants in distress; training and capacity-building of officials; measures to counter trafficking in persons; migration medical and public health programmes, mass information and education on migration; research related to migration management and other services for migration.

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ACCRONYMS

ACD	Association for Community Development
AIDS	Acquired Immune Deficiency Syndrome
BAIRA	Bangladesh Association of International Recruiting Agencies
BDR	Bangladesh Rifles
BOESL	Bangladesh Overseas Employment Services Limited
BRAC	Bangladesh Rural Advancement Committee
CCDR	Christian Commission for the Development of Bangladesh
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CID	Criminal Investigation Department
CIDA	Canadian International Development Agency
CRC	Convention of the Rights of Children
DANIDA	Danish Agencies for International Development
DFID	Department for the International Development
DU	Dhaka University
EU	European Union
GATT	General Agreement on Tariffs and Trade
GATS	General Agreement on Trade in Services
GO	Government Organisation
GOB	Government of Bangladesh
HIV	Human Immunodeficiency Virus
IBS	Institute of Bangladesh Studies, University of Rajshahi
IBSc	Institute of Biological Science, University of Rajshahi
IDP	Internally Displaced People
IEC	Information, Education and Communication
IER	Institute of Education and Research, University of Rajshahi
ILO	International Labour Organisation
INSTRAW	International Training and Research Institute for the Advancement of Women
IOM	International Organization for Migration
KSA	Kingdom of Saudi Arabia
LDC	Least Development Countries
MEWOF	Ministry of Expatriates Welfare and Overseas Employment
MOFA	Ministry of Foreign Affairs
MOU	Memorandum of Understanding
MWCA	Ministry of Women and Children Affairs
MWRC	Migrant Workers' Resource Centres
NGO	Non-Government Organisation
NORAD	Norwegian Agency for Development
OECD	Organisation for Economic Co-operation and Development
RMMRU	Refugee and Migration Movements Research Unit
RU	Rajshahi University
SAARC	South Asian Association for Regional Co-operation
SIDA	Swedish International Development Agency
TICSA	Trafficking in Children—South Asia
TNO	Thana Nirbahi Officer
UAE	United Arab Emirates
UBINIG	Unnayan Bikalper Nitinirdharani Gabeshana
UCLA	University of California, Los Angeles
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UPL	University Press Limited
USAID	United States Agency for International Development
WB	World Bank
WID	Women in Development
WTO	World Trade Organisation

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FOREWORD

It is with great pleasure that we present this volume to the concerned public. This volume is an account of a seminar "Orderly and Humane Migration: An Emerging Development Paradigm" held at IBS on 6 August 2002. It was jointly organised by the Institute of Bangladesh Studies (IBS), University of Rajshahi and the International Organization for Migration (IOM), Dhaka.

The papers presented in the seminar highlighted certain aspects of migration and human trafficking. The presenters discussed international migration and migration trends, focusing on one of the most important factors of increased migration in recent times – globalisation. Globalisation, tremendous growth in information and communication technology and unequal distribution of wealth are the major causes behind the acceleration in migration and development of new migration trends. Among these, an increase in overall labour migration and participation of large number of women in the migrant labour force are the most noticeable ones. However, unfortunately, as scope for labour migration through regular channels is limited, it has been observed that smuggling and trafficking in persons is widespread. "Limitations" in the existing global trade regime where goods, services and capital are moving freely across borders and the movement of people is restricted along with reservations in national laws concerning labour migration are factors that play a contributing role to such a scenario.

The seminar emphasised that unless and until there is an option of liberal and regulated movement of people along with capital, goods and services, people will resort to irregular channels and trafficking in persons cannot be curbed.

Participants from diverse backgrounds but with a common interest in migration issues made the seminar distinctly rich in theoretical understanding, identifying limitations in existing policies and suggesting recommendations. We are confident that the content of the publication gathered from the researchers' and participants' contributions will significantly benefit concerned parties and a general audience in their dealings with various aspects of migration and its outcomes.

We are indebted to everyone who contributed in the seminar and to this publication. We sincerely hope that this publication will enrich the body of knowledge on migration issues and challenges.

Md. Shahidul Haque

Regional Representative for South Asia
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M. Zainul Abedin

Professor & Director
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PREFACE

Whilst many seminars are held around the country and a few are reported in newspapers, there is hardly any tradition of capturing the output of such seminars in a sustainable format and using it as a resource in future policy debates. The point of departure from most of such seminars is to be found in the presentation of this seminar proceedings. The publication of the present volume is a collection of articles presented at the seminar on "Orderly and Humane Migration: An Emerging Development Paradigm" and summary of seminar proceedings held under the joint auspices of the Institute of Bangladesh Studies (IBS), University of Rajshahi and the International Organization for Migration (IOM) Dhaka held on 6 August, 2002.

A major challenge before contemporary development thinking and praxis is to identify and articulate modalities to make globalisation work for the poor. It is now generally accepted that globalisation is opening up new opportunities before the developing countries and their people, and at the same time there is a growing recognition that globalisation is also giving rise to a stream of new challenges which the developing world was not confronted with in the past. There is a growing apprehension amongst developing countries, particularly in the least developed countries (LDCs), that opportunities originating from the process of globalisation has mainly remained in the domain of the potential, whilst the threats arising out of the globalisation process are increasingly real and visible. This is more so in countries like Bangladesh since poverty continues to remain the single-most development retarding problem, and growing numbers of people move within countries and across borders, looking for better employment opportunities and better lifestyles.

Indeed, increased migration is one of the most visible and significant aspects of globalisation. While internal migrants are held responsible for the unmanageable growth of cities in the South, the international migrants are often thought to increase unemployment in industrialised countries by undercutting local wages and welfare systems. Despite this view, there is also a growing recognition of the fact that migration contributes to the development process in both the origin and destination areas. For households in poor regions, remittances improve security and, with the support of appropriate policies, can contribute to local socio-economic development. In industrialised countries with ageing populations, migrant workers are an increasingly important part of the labour force and support national welfare systems.

However, international migration in the globalised world is posing challenges on societies and economies particularly for the migrants originating in developing countries like Bangladesh. Increasingly, states are finding it difficult to manage flow of people particularly movement of irregular or undocumented people. There is a near-consensus that international migration cannot be effectively managed unless all the concerned countries and parties agree to deal with it within a cooperative framework. Evidences suggest that South Asian States often adopt an 'ad-hoc' and 'unilateral' approach in dealing with the complex and multi-dimensional issue of migration. Such approach could so far has achieved only limited success in benefiting from the migration process. Rather, it has often

generated tension between the countries of origin and destination. The states therefore need to understand the issue as well as work together to evolve an 'orderly and humane' migration management system nationally, regionally and globally. The civil society and the private sector have not been coming forward to help governments manage migration for development. The civil society and private sector should discuss the issue and explore appropriate mechanism for migration management including irregular migration. The debate should take place within the globally evolving migration regime.

The debate has been active in the seminar. The present volume reflects this, through presentation of the keynote papers and discussions held in the seminar. The volume contains resume of keynote presentations, summary of discussion and four papers presented in the seminar. The papers are: (a) "The Nexus Between Migration, Globalisation and Development: A New Discourse" by Md. Shahidul Haque; (b) "Migration Challenges of Bangladesh: Options and Policy Responses" by Tasneem Siddiqui; (c) "Migration Trafficking Interface: Implications for Policies and Programmes" by Rina Sen Gupta; and (d) "Combating Trafficking: Commitment, Policies and Programmes of Bangladesh Government" by Ferdous Ara Begum.

We are deeply grateful to the participating scholars who contributed papers in the seminar and extended their assistance to us in bringing out this volume. Thanks are due to teachers, scholars and researchers of the Institute of Bangladesh Studies, assorted departments of the University of Rajshahi, numerous colleges and other organisations and institutions for their deliberations and meaningful participation. Both the resource persons and seminar participants have brought a wealth of knowledge, experience and wisdom to the seminar and this has enormously enriched the quality of the seminar. The presence of people drawn from diverse backgrounds, but having a commonality of interest in migration issue gives this seminar a distinct flavour of blending strategic vision and theoretical knowledge with the realities on the ground.

We would like to put on record our sincere appreciation to Md. Shahidul Haque, Regional Representative, IOM, Dhaka, Professor M. Zainul Abedin, Director, IBS, Dr. Mustafa Kamal, Assistant Professor, IBS and Dr. Swarochish Sarker, Assistant Professor, IBS for their support throughout the seminar and publication process. We also like to thank the officers and employees of the Institute of Bangladesh Studies for their wholehearted cooperation in bringing out this publication. Thanks are due to Mr. Jahangir Kabir, Research Fellow, IBS who prepared the rapporteur's note. We deeply appreciate the huge volume of work undertaken by Mr. S. M. Golam Nabi, Editorial Assistant of this publication and Ms. Nahreen Farjana, Project Coordinator, IOM. Last but not least, we acknowledge financial assistance received from the IOM for the publication of the present volume. We would like to call with deep appreciation the contribution of the IOM and IBS in this joint collaboration.

Rajshahi
March 2004

Priti Kumar Mitra
Jakir Hossain

PART ONE

THE SEMINAR

OVERVIEW OF THE SEMINAR

The seminar on *Orderly and Humane Migration: An Emerging Development Paradigm* was organised by the Institute of Bangladesh Studies (IBS), University of Rajshahi in association with the International Organization for Migration (IOM), Dhaka. The seminar was held on August 6, 2002 at the IBS Seminar Hall. Professor Faisul Islam Farouqi, Vice-Chancellor of University of Rajshahi attended the seminar as *Chief Guest*. The inaugural session of the seminar was chaired by Dr. Priti Kumar Mitra, Professor, IBS. Mr. Md. Shahidul Haque, Regional Representative for South Asia, IOM Dhaka and Ms. Rina Sen Gupta, National Program Officer, IOM Dhaka also addressed the inaugural session.

Following the inaugural session, the seminar was divided into two parts. The first part (Session I) focused on *migration and development interlinkage*, while the second (Session II) had the particular focus on *migration – human trafficking interface* and its attendant implications. Two research papers on migration and development challenges, and another two papers on human trafficking and migration interface were presented at the seminar. At the first session, Mr. Md. Shahidul Haque, Regional Representative for South Asia, IOM Dhaka and Dr. Tasneem Siddiqui, Associate Professor, Department of Political Science, University of Dhaka presented two research papers on *The Nexus between Migration, Globalization and Development: A New Discourse* and *Migration Challenges for Bangladesh: Options and Policy Responses* respectively. The papers on *Migration Trafficking Interfaces: Implications for Policies and Programs* prepared by Ms. Rina Sen Gupta, National Program Officer, IOM Dhaka and *Policy and Programme of the Government of Bangladesh to Combat Trafficking in Women and Children* prepared by Ms. Ferdous Ara Begum, Joint Secretary, Ministry of Women and Children Affairs, Government of Bangladesh, were presented at the second session of the seminar.

The session I and session II were moderated by Professor A.H.M Zehadul Karim, Department of Anthropology, University of Rajshahi and Professor Shahanara Hossain, Department of History, University of Rajshahi respectively. A large number of participants including IBS teachers, IBS fellows, teachers of different disciplines from the University of Rajshahi, experts, researchers, NGOs representatives, journalists and students of the University (a list of participants is annexed) took part in discussions in the both sessions.

INAUGURAL SESSION

Rationale of the Seminar

Rina Sen Gupta, National Program Officer, IOM, Dhaka

First I would like to welcome you all in the Seminar jointly organised by the Institute of Bangladesh Studies (IBS), University of Rajshahi and the International Organization for Migration (IOM). I would like to share with you the rationale and objective of the Seminar on behalf of the organisers.

Migration and Trafficking are two very distinct and important issues in the development of a nation as well as a country. IOM believes that humane and orderly migration benefits the individual himself or herself, society and both the origin and destination countries. On the other hand, human trafficking is a crime and violation of human rights. Therefore,, to promote orderly migration and to combat human trafficking, we have gathered here today to work on these two aspects. The need for discussion on migration and the 'Trafficking Harm' has emerged from various researches. To have a clear understanding on both the issues, to share the knowledge with you, and to work on these issues more, IBS and IOM have together organised this seminar.

IOM believes that academic institutions like IBS can contribute in enhancing the level of understanding on these two aspects. IBS is a unique institute that conducts research studies on different social and economic issues. That is why IOM has chosen IBS to stretch the periphery of knowledge of migration and trafficking. We believe that both the organisations together would be able to contribute to the Government and private initiatives in fostering safe migration and reducing trafficking. We believe that if Government, International Organisations, local NGOs, academics, and donor agencies work together, only then an effective success could be achieved in the field of safe migration and counter trafficking.

Inaugural Speech by

Md. Shahidul Haque, Regional Representative for South Asia, IOM Dhaka

It is a great pleasure for IOM to jointly organise this seminar with IBS. IOM is a new organisation in South Asia and migration as an issue has come late to us. IOM is a globally mandated intergovernmental organisation to deal with migration issues. There are 98 Member States and 37 Observer States. It was established in the aftermath of World War II. States in Europe and America recognised the need for an international body to deal with the problem of displaced persons specially people who are not covered by the refugee regime. They felt that there should be an international organisation with technical and operational mandate to provide special migration services. As a consequence, "Intergovernmental Committee for European Migration" (ICEM) was established in 1951. Then a Euro-centric organisation, ICEM dealt with the displaced persons, migrants and refugees in Europe. Over the years, it became evident that problems related to the voluntary or forced movements of people was not temporary in nature and gradually the organisation was mandated to deal with broader issues with larger geographical coverage outside Europe. In 1989, in keeping with the universal mandate of the organisation, the name changed to "International Organization for Migration".

With a network of 159 offices in over 100 countries, IOM now carries out its mandates and programmes worldwide. IOM's activities fall into seven main service areas: Movement, Assisted Return, Counter-Trafficking, Mass Information, Migrant Health, Technical Co-operation for Capacity Building, and Labour Migration.

Although the organisation is over 50 years old, IOM began making its mark in South Asia in the early 90s, while repatriating stranded South Asian migrant workers during the Gulf war. In South Asia, Bangladesh, Pakistan and Sri Lanka joined IOM as full members in early 1990s. Whereas India, Nepal and Bhutan joined as observers. The South Asian Regional Office was established in Dhaka in 1998.

Migration, especially labour migration is an issue not only for South Asia, but also for the whole world. We are not yet talking about migration management, but gradually we need to recognise the need to develop a system to manage migration that would be beneficial to all. We want South Asia to become a leader in the migration debate. We are proud to be here today in IBS as a process to initiate this debate in South Asian countries.

IBS is a unique organisation concentrating on research and has the rare opportunity to promote the issue of migration to the academics. We have a program with the Dhaka University and we would also be doing a similar exercise in Chittagong University with the hope that academics and students will promote the issue.

I would like to thank the Director of IBS to give us the opportunity to be here today, and I would also like to thank the Vice Chancellor for being here with us. His presence shows his commitment to uphold the importance of migration management.

Address by the Chief Guest

Professor Faisal Islam Faruqi, Vice Chancellor, University of Rajshahi

I would like to extend my sincere thanks to the International Organization for Migration (IOM) Dhaka and the Institute of Bangladesh Studies (IBS), University of Rajshahi for organising this event on an issue of crucial national and international importance. I am delighted to know that the Institute of Bangladesh Studies – the premier multi-disciplinary higher studies teaching and research centre of Bangladesh – has forged a good working relationship with the IOM – the globally mandated international organisation to help countries to manage migration. This particular seminar “Orderly and Humane Migration: An Emerging Development Paradigm” will be of vital importance to all of us concerned on development issues from Bangladesh perspectives.

Migration has always been an important part of livelihood. This is likely to be influenced by a number of new opportunities and new threats arising out of globalisation. Although, these opportunities and constraints relates to general population of Bangladesh, in many instances, these are specific to different groups (for example women and men, younger and older people). Thus, there is an urgent need to recognise the state of affairs, and appreciate the potential and actual contribution of migrants to the development process of Bangladesh, particularly in the area of poverty eradication. Development policies need to be concentrated not only on migrants themselves, but rather on ensuring that migration is a choice and not the only option. This means there is a need to reduce the constraints which force Bangladeshi national to migrate. Migrants’ rights need to be established and accordingly respected in host areas. Furthermore, migrants’ contribution and rights need to be recognised and supported in home areas also.

I understand, recognising and establishing such rights will be amply discussed in the presentation and discussion part of the seminar following the inaugural session. The issues and recommendations arising out of this seminar will definitely enrich us, and enable teachers and researchers of the IBS and other departments of the university to focus on issues related to migration, globalisation and development further so that they continue contributing to the development process of Bangladesh through their teaching and research. I also hope that the contribution of this seminar will identify concrete areas of interventions and consolidate our efforts towards designing appropriate strategies for coping with the emerging challenges and taking fullest advantage of the emerging opportunities.

I would like to again thank the IOM and IBS for organising the Seminar and for their kind invitation. With these few words, I conclude.

Address by the Chair**Professor Priti Kumar Mitra**, IBS, University of Rajshahi

I most cordially welcome you to this national seminar on "Orderly and Humane Migration" sponsored jointly by the International Organization for Migration, Dhaka, and the Institute of Bangladesh Studies, University of Rajshahi.

Migration is a burning problem today confronting nations of the world. It is a complex phenomenon involving, apart from common immigration, such untoward issues as infiltration, smuggling, human trafficking, refugee problem and demographic and ethnic dislocation. It therefore needs research and serious deliberations for proper and benign management.

Today's speakers, four of them, are going to illuminate us on various dimensions of the problem and suggest ways of more systematic and safer immigration between countries and cultures. The speakers include two officers of the IOM, a professor of Political Science from Dhaka University, and a Joint Secretary of the Govt. of Bangladesh. They are all experts in their respective areas and I am sure that we are going to be both enlightened and entertained by their lucid and valuable presentations.

IBS is a fully research institute exclusively devoted to the study of the people society, economy, environment, and heritage of Bangladesh. It is the only institute of its kind. Created by the *Jatiya Sangsad* in 1973 it came into being in January 1974 and during the last three decades it has steadily progressed towards its goal. Nearly 150 Ph.D. and M.Phil. degrees have been awarded in various disciplines and IBS alumni are making important contributions in various fields both inside Bangladesh and abroad. Numerous researchers at this Institute are either directly or indirectly concerned with issues to be addressed today in the papers. Those investigators are likely to be particularly benefited from this seminar.

I take this opportunity to congratulate the distinguished speakers and thank them for taking the trouble to come to Rajshahi and make the presentations at this Institute. I also express my special gratitude to the IOM authorities for joining us with their resources in arranging such a meaningful discourse. With these words I hereby declare the seminar open and, once again, I welcome you to its sessions. I hope the presentations will produce lively discussions and fruitful exchanges of ideas to our mutual benefits.

WORKING SESSION I

MIGRATION AND DEVELOPMENT INTERLINKAGE

Resume of Keynote Presentations

The Nexus between Migration, Globalization and Development: A New Discourse

Migration, Globalisation and Development, being complex, interrelated and dynamic concepts, are inextricably linked and interdependent processes. These concepts imply to the much broader, diverse and multidimensional ideas. Neither is migration merely a movement of people from one place to another, nor globalisation a simple integration of economic activities or units. Similarly, development is not simply economic growth. Migration denotes the movement of people from their countries of origin to the countries of destination with their own determination. On the other hand, globalisation means the process that transcends the territorial borders of state, encapsulating ideas of integration, inter-dependence, multilateralism, openness, universalism and geographical compactness. Although, migration and globalisation are historically linked due to the impact of economic forces on population movement from the very early days of civilisation, the current trend of globalisation seems to deny these very interfaces due to the existence of capital-labour asymmetries. These asymmetries do not encourage increasing labour movement in comparison with the movement of goods, services and capital. The inevitable unbalance for labour movement, in turn, encourages persons to migrate irregularly that poses question on the long-term sustainability of development strategies. The two different regimes, one for flow of goods and services and other for labour have led to two major challenges in the migration regime, namely, rise in irregular migration and feminisation of migration.

The migration-development nexus can be described through two approaches. First, through the balanced-growth approach, migration enhances development in the countries of origin by alleviating unemployment and providing economic supports through favourable spillovers coming from capital accumulation and diffusion of knowledge and technology. It narrows inter-country income disparities and eventually makes migration unnecessary. Second, the systematic approach does not recognise that migration through remittances and return, automatically accelerates development in the country of origin, rather it often distorts the development process through brain drain and widening of income disparities. Although the existing literature is not very conclusive on the migration and poverty interfaces, it is increasingly recognised that on the one hand, poverty is not necessarily the main cause of migration, on the other, contribution of migration in reducing poverty is also complicated.

Migration contributes itself to development by creating job opportunities and inflow and use of migrant remittances. On the other hand, migration of women empowers them within and out of home implying changes in their gender roles. Similarly, the remittances and the skill and performances of return migrants change the social institutions such as family, school, social norms and traditions and religious organisation through bringing progressive ideas and help to form financial, human and social capital. While migration reduces the uncertainty of family income, provide investment funds and enhances livelihoods opportunities in the country of origin, there is consensus that migrants tend to help increase the welfare of host societies. It is obvious that development can not be envisaged without migration, nonetheless, it is equally obvious that migration can not be the substitute for development itself.

Migration, globalisation and development have constructive role on security and state relations. As orderly migration can help forge economic, social and cultural bonds between peoples and countries, irregular and unrestricted migration can cause harm to these relations. In the world increasingly based on democratic principles, free market systems and rule of law, the States, thus, should not unduly restrict freedom of cross-border movement of people. At the same time, States have an obligation to ensure security, social stability, economic opportunity and general welfare of their citizens, while protecting and promoting human rights and fair treatment of migrants. There is a recognition that the complex interfaces between migration, globalisation and development have to be addressed in a comprehensive and integrated manner, and accordingly, a new strategy is needed to facilitate regular migration and prevent irregular migration.

The strategy has to recognise the positive correlation between international migration and economic globalisation. The international migration can be a useful tool to bring coalition in generation and distribution of wealth. It has the potential to narrow down the disparities between developed and developing countries. As wealth generated by migrants contributes towards development of economic, social and cultural fabrics of both the countries of origin and destination, it is necessary to create a pro-development migration regime. In the absence of a widely accepted paradigm to take cognisance of migration induced development in a globalised world, a new paradigm, thus, should focus on developing a manageable, productive and beneficial multilateral framework. The main elements of the regime might be: orderliness and manageability; transparency and predictability; cost effective system; inclusive of all types of migration; effective mechanism for transfer of remittances; adequate migration related information dissemination system; effective system for return and reintegration; effective protection of human rights of migrants; comprehensive approach to curb irregular migration; and coordinated monitoring mechanism.

Migration, globalisation and development will continue to play dominant roles in human history. The scope, nature, trends and interfaces among the three concepts will add further dynamism to the evolution process. The development policies should recognise the importance of migration as a livelihood strategy, and accordingly, countries need to approach mobility of labour issue in a more comprehensive manner. The development partners should go beyond the traditional boundaries of security, sovereignty or immigration in exploring the linkage between migration, globalisation and development. The new migration regime needs to be consistent with global development trends and priorities. In order to soften the impact of adverse consequence of globalisation process on the developing countries, migration has to be viewed as both equalising and developmental forces.

Migration Challenges of Bangladesh: Options and Policy Recommendations

International labour migration being an integral part of the global economy, almost all countries are involved in migration process as labour sending or receiving or transit countries. Bangladesh, being a labour surplus country, belong to the supply side of the global labour market and earn a lot of foreign exchange through remittances each year. The role of remittances in foreign exchange earning and development budget of Bangladesh is significantly 26.5% and 50% respectively. The importance of remittance becomes clear if one compares it with foreign exchange earnings from garments sector. Despite the garment manufacturing being the highest foreign exchange earning sector of Bangladesh, the net earning from migrant workers' remittances is higher than that of the garment sector if the cost of import of raw materials for the garment manufacturing is deducted. Yet, the importance of remittances for the national economy of Bangladesh is hardly acknowledged. The migrant workers are subjected to various forms of exploitation at different stages of their migration process due to the multifaceted challenges arising out of various sources, both within and outside the state's own jurisdiction.

In the labour migration context of Bangladesh, there are three major problem areas namely undocumented/irregular migration, fraudulent practices in the process of recruitment of potential migrants, and visa procurement through purchase. A large portion of Bangladeshi's are leaving for overseas employment as undocumented migrants because of high cost of regular migration. To protect undocumented migration, a computer networking system including data of regular migrant should be created and expanded so that the immigration authority and Bangladeshi mission abroad can easily have access to these information.

An important source of exploitation in the recruitment process in Bangladesh is the existence of middlemen (*dalal*) between the agencies and the potential migrants. Potential migrants suffer, in most cases, due to the latter's fraudulent practices. To reduce exploitation committed by the *dalal*, two options are suggested. The first option calls for abolition of the agent and sub-agent system and recommends employment from the government enlisted persons. The second option demands decentralisation of the private recruitment agencies, at least at the district level. However, such decentralisation of the private recruiting agencies may not be feasible at least in the foreseeable future, thus the situation necessitates immediate regulation of their role in the migration process.

There are syndicates including a group of expatriate Bangladeshi's along with a section of recruiting agencies who purchase visa from potential employers and put the visa into auction. To curb such visa purchase, some necessary suggestions are: high-ranking delegations should visit to the host countries to inform the authorities about the negative consequences of work visa manipulation, the Bangladesh mission is to act as the prime facilitator of visa procurement through gathering information on labour needs in the host countries, undertake orientation training for labour attaches at the Foreign Service Academy. The government needs to take necessary legal and administrative actions against identified Bangladeshi procurers and middlemen engaged in visa trade.

In view of these, the major challenge to facilitate an orderly and humane migration are (a) strengthening institutional capacity; (b) streamlining of the recruitment process; and (c) protection of migrant workers in receiving countries. The two most important ministries involved in managing migration process are the Ministry of Expertise Welfare and Overseas Employment (MEWOE) and the Ministry of Foreign Affairs (MOFA). The Bureau of Manpower Employment and Training (BMET), as the executive agency of the MEWOE regarding migration, while suffer from lack of resources, is entrusted with all kinds of functions including control and regulation of agents, collection and analysis of labour market information, registration of job seekers for local and foreign employment, development and implementation of training programmes, materialisation of apprentice and in-plant programmes in the existing industries, organising pre-departure briefing sessions and resolving legal disputes. While there is a need to ensure greater resource allocation for the MEWOE, and strengthened capacity of BMET, the BMET as the executing agency needs to solely concentrate on regulation and monitoring of labour migration sector, rather than implementing specific programmes. There has been general acceptance of the idea that the same agency should not perform implementation and regulatory functions. Accordingly, the major functions of BMET should be to

(a) set minimum labour standard for migrant workers; (b) regulate and monitor recruiting agents; (c) adopt policies and procedures toward the eradication of illegal recruitment activities; and (d) keep records related to migrant workers data, and migration process. The agency in collaboration with the MOFA should develop a separate information pool on basic data on legal systems, immigration policies, marriage laws and civil and criminal codes and list of labour and other human rights instruments in receiving countries. BMET should also (a) identify areas of future foreign labour needs; (b) disseminate the information to potential training providing organisations; (c) strengthen its training institutions; (d) expand the training outreach; and (e) encourage NGOs and the private sector to take up training for foreign employment.

The functions that Bangladesh missions abroad currently perform relate to exploring potential labour market, attestation of documents pertaining to recruitment, providing consular service to Bangladeshi workers, and ensuring welfare of migrant workers. Currently, all these functions are pursued without any specialised guidelines, and the process has become dependent upon the individual's personal ability. The tasks related to job exploration, recruitment, consular services and protection of rights and welfare require both skills and commitments. The capacity of the missions abroad needs to be strengthened for giving service to the migrant workers. The government may consider setting up Migrant Workers' Resource Centre within the premises and under the jurisdiction of the Bangladesh missions in destination countries in order to provide specific services including (a) counselling and legal services; (b) welfare assistance including the procurement of medical and hospitalisation services; (c) post-arrival orientation, settlement and community networking services and activities for social interaction; (d) registration of undocumented workers; (e) human resource development and skills upgrading; (f) gender sensitive programmes and activities to assist special needs of women migrant workers; (g) orientation programme for returning workers; and (h) monitoring work conditions affecting migrant workers.

Furthermore, government, migrant workers, civil society organisations, and the private sector jointly need to shape a national policy on migration. The fundamental of the policy must be to protect human rights and dignity of the workers both in Bangladesh as well as in the receiving countries. Bangladesh should accede to the UN convention on *Protection of the Rights of All Migrant Workers and Members of their Families* and frame necessary enabling legislation. Emigration Ordinance 1982 needs to be replaced or updated by a more right-based legislation reflecting the 1990 UN convention and other ILO conventions. Policy of restriction on migration of women as domestic aide needs to be re-evaluated in the light of reality that it

has given way to undocumented migration of women. Government ministries and private sector agencies, such as the NGOs should also be encouraged to take up programmes (vocational training, information campaign, utilisation of remittances etc.) for the migrant workers.

Discussion

Institutional Capacity Building

Drawing attention on the concept of migration Dr. Zainul Abedin, Professor of Economics, IBS, R.U., mentioned that the concept was hardly a new one. He opined that migration experience had been favourable to developed countries, while the less developed countries could not capitalise on the opportunities provided by the process. Along with Professor Abedin, a number of participants raised the issue of the need of capacity building of the institutions involved in the migration-related activities. In response, Mr Shahidul Haque informed the participants that the IOM, having a similar objective, was working through the World including Bangladesh to enhance institutional capacity of concerned bodies or organisations.

Movement of Natural Persons*

Pointing towards the need to establish rights of migrants at both home and destination countries, Mr. Jakir Hossain, Assistant Professor, IBS, RU observed that the current globalisation process was unjust and failed to a large extent in delivering the developing countries its promised fruits. He was of the view that while the threats of globalisation became real, the opportunities remained in the potential. He referred to Mode 4 of the WTO General Agreement of Trade in Services (GATS) and that restrictions prevailed in the movement of natural persons, while other services provided within the framework of Modes 1, 2 and 3 of the Service Agreement were traded much easily. Unless the free movement of natural persons is established, the least developed countries including Bangladesh would have little headway in gaining from the asymmetric globalisation process, he observed. Accordingly, Mr. Hossain argued, it is essential that the developed countries extend commercially meaningful liberalisation commitments on mobility of labour so that developing countries can take the advantages of liberalisation in trade in service. Commitments on movements of natural person should also match the commitments already made on mobility of capital, he further pointed out.

* The GATS definition is applied here while referring to movement of natural persons. In GATS, natural persons are distinct from juridical persons such as companies and organisations. Individuals travelling from their own country to supply services in another (e.g. an actress or construction worker), is officially known as "movement of natural persons".

Cultural Perspective

Dr. Dulal Chandra Biswas, Associate Professor of Journalism and Mass Communication, University of Rajshahi reiterated that a cultural perspective is needed to better understand the migration dynamics. In the existing migration dynamics, due to lack of humanistic perspective migration sometimes results in exploitation of migrants. One migrating from one place to another place, should be given cultural orientation of destination countries. Consequently, cultural perspective should be considered in migration rather than economic and demographic perspective, he added.

Taking part in the discussion, Dr. A H M Zehadul Karim, Professor of Anthropology, RU, focused on the theoretical and global perspective of migration, and he mentioned that the cultural perspective was one of the main problems of migration because migration and migrants were not equally accepted in the destination countries. So there was a great possibility of a cultural lag becoming created due to migration between the mainstream culture and subculture of the destination country. He suggested that for making migration humane and orderly the migrants should be briefed about the culture of destination countries so that they could easily adapt to the new environment.

Dr. M. Zulfikar Ali Islam, Assistant Professor of Sociology, RU, pointed out that it was inevitable to appoint a cultural advocate to ensure humane and orderly migration. The migrants faced difficulties related to culture in the destination countries, which could easily be solved by providing information about the culture of the destination countries by a cultural advocate.

Investment of Remittances

Regarding the investment of remittances, Dr. Asma Siddiqua, Associate Professor of Law and Justice, RU focused on some problems which created obstacles on the way of investment of the money. She mentioned that most of the remittances were consumed unproductively by the migrants' families. Consequently, it was necessary to find out alternative ways for investing remittances. In this case, the strategies of information-sharing system should be adopted to encourage migrants to invest their remittances, she noted. Information about the functions and service facilities of banks should be supplied to those, who were interested in saving. One problem is the length of time it takes to send remittances. Most of the remittances coming through the bank takes more time than the informal channel to reach the family members residing in the origin country of the migrants. She opined that non-government organisations like Grameen Bank and BRAC have committed to dispatch remittances to the families within 24 hours and may serve as a better and more efficient alternative. However, Professor Zehadul Karim differed on the modalities of channelling remittance, and opined that the existing banks and channels should be strengthened to ensure quicker cost-effective delivery of remittances.

Empowerment of Women

Dr. Sultana Mustafa Khanum, Professor of Sociology, RU, disagreed with the point of the presentation that migration and empowerment of women were positively related. According to her women migrants are somewhat excluded from the mainstream of the destination countries although they were somewhat empower in their home countries before migration. Dr. Sultana pointed out that there were two types of people, who took part in migration i.e. educated and uneducated persons. As a result, there was a great possibility to make difference between educated and uneducated migrants. Referring to her experiences in many cases, she pointed out that women were subject to force marriages through emotional blackmail, where as men were not. The process in many instances was rather disempowering for many women, she revealed.

Reversing Brain Drain

Dr. P. C. Sarker, Professor of Social Work, University of Rajshahi, cited that migration was the process of brain polarisation. In comparison with educated migrants, the rate of uneducated migrants was not increasing, thus, it had little impact in terms of poverty reduction.

Mr. Shah Azam, Assistant Professor, University of Rajshahi & Ph.D. fellow, IBS pointed out that one of the outcomes of migration was the brain drain process, and it has negative impact on the prospect for Bangladesh's socio-economic development. Focusing on the recent trends in shutting down of industries in Bangladesh due to lack of skilled and professional manpower, he drew attention to the negative impact of migration and informed that the process might be helpful for socio-economic development of the destination countries rather than that of the home country of migrants. A number of participants however opined that more effort should be given to the export of unskilled and semi-skilled labour. One participant pointed out that the unskilled and semi-skilled migrants send more remittances than skilled migrants. He opined that policies should focus on training unskilled and semi-skilled workers and subsequently placing them in suitable job market in foreign countries. A number of participants also opined that the skilled migrant workers should be encouraged to come back to the country. This would reverse the brain-drain process and also contribute to the development of the country.

Mr. Md. Shahidul Haque, IOM Regional Representative responded that brain drain was a negative factor mainly for Africa in skilled labour, but it was economically a positive issue for developing countries including Bangladesh sending largely skilled labour because of the huge amount of remittances. The remittances have been positively associated with economic development of the country and most return more skilled.

Legal Framework of Migration

Dr. Uttam Kumar Das, Lecturer, Queens University, Dhaka, pointed out that the migration dynamics is too complex to cover in one definition. He noted that there is option to regulate migration in Emigration Ordinance 1982. In case of any mistake of migration processing, the punishment system has little impact. Only five hundred taka penalty or cancellation of the license of the recruitment agencies. If any government official made any mistake, s/he could get immunity, he noticed. To make migration humane and orderly, Dr. Kumar emphasised on the need for formulating a legal framework regarding migration.

Need for a Migration Policy

It was suggested by the participants that the government should adopt an appropriate migration policy in relation to sustainable national development. The absence of such policies had led to the exploitation of migrants. The exploitative nature of the current migration system, the abuse of the process and the asymmetrical global order call for a broad based migration policy adequately addressing the rights of migrants both in home and destination countries.

WORKING SESSION II

MIGRATION AND HUMANE TRAFFICKING INTERFACE

Resume of Keynote Presentations

Migration Trafficking Interface: Implications for Policies and Programs

Migration and trafficking are two different but inter-related phenomena. Migration is a broad general concept and trafficking is only a subset or category of the broader concept. While migration is the movement of the people from one place to another to take up an employment or establish residence, or to seek refuge from persecution, trafficking is the movement of a person under a situation of deceit, force, threat, debt bondage etc. involving exploitation and violation of human rights of the person. There are some conceptual ambiguities and limitations of the two concepts since a number of terms like alien smuggling, trafficking of aliens, illegal immigrants, smuggling, human trafficking, trade of human beings and irregular migrants or undocumented workers are used for those who migrate. It is difficult to ascertain differences between migration and trafficking. In simple terms the difference may be: trafficked persons are deceived or forced to move, where migrants are not. Migration is an integral component of economic development. Trafficking is a development-retarding phenomenon; an anti-social and anti-moral event, exploitation, and illegality are the central idea of trafficking, whereas migration is a process to enhance social progress.

According to Palermo Protocol and UN Protocol, the main difference between the concepts appears in terms of coercion, exploitation and violation of human rights. Again, the differences would be that: smuggled migrants are fully aware of the condition of the travel and willingly engaged themselves in the illegal migration, but victims of trafficking are seldom aware of the entire process. Likewise, international cross border movement is needed for smuggling but not essential for trafficking, it could also occur within national borders, although vast majority happens across international borders. The complex interfaces between migration, smuggling and trafficking, makes it difficult to bring clear distinction between migration, smuggling and trafficking. The terms both operationally and conceptually are intertwined and an integral component of the population movement process.

A similarity between trafficking and smuggling is the threat of state security due to the attendance of organised crime, irregular migration and

violation of national legislation. On the basis of human security and basic human rights, the threat from trafficking in person on state security is much broader. The states need to provide protection to both the victims of trafficking and smuggling in term of return, reintegration, medical and psychological counselling, and legal support. Since there is a paucity of accurate information on the numbers of person trafficked, the issue should be seen from the rights based perspective implying even if one person is trafficked it has to be addressed.

Activities to combat trafficking have been underway for many years in Bangladesh. In 1995 the Government of Bangladesh included human trafficking issue in its Fifth Five Year Plan and pledged for taking necessary action. Both GoB and NGOs have been working following the approaches of prevention, interception/rescue and integration. Although there are laws against the crime, but they are not strictly enforced and evidence is often lacking. There has been a consensus that in order to combat trafficking, Bangladesh would need to devise an appropriate migration management policy. This becomes important in view of the invisibility of the problem owing to its illegal nature, lack of legislation/instrument, lack of proper and timely prosecution, vulnerability and powerlessness of the victims.

To formulate policies and programs for combating trafficking, it should not be mixed with legal migration, rather it is essential to identify them who are trafficked in what process. Two interrelated factors, i.e. motivating factors and human needs – the supply factors of the process, are responsible for trafficking. The other side of the process is the demand side that it provides a source of income through remittances. So, it is important to strengthen the mechanisms considering its supply and demand side to adequately protect vulnerable workers within the work place. An appropriate social protection strategy in terms of policy for gender and development and policy for good governance is needed for this purpose. Different ministries like the Ministries of Women and Children, Home, Labour and Foreign Affairs should work jointly for combating trafficking.

Furthermore, to combat trafficking, there is a need to review the ban or restriction on women's movement. Efforts should be directed to make bilateral relations within SAARC countries; provide psychological support to victims and increasing the capacity of the victims to return home; reduce urban-rural gap; including the issue with poverty alleviation programmes; and prepare a national plan of action on anti trafficking programmes.

Combating Trafficking: Commitment, Policies and Programmes of Bangladesh Government

Human trafficking is a prime international crime and the worst form of human rights abuse. Globalisation and free trade economy are the two crucial factors for the sharp rise of trafficking problem. US state department claimed that approximately 7 million people are bought, sold, transported and held in slavery for sex and exploited labour in a year globally. According to different estimates, it is revealed that about 5 to 7 Lakh children and women were trafficked out from Bangladesh to bordering India over the past two decades. Recent newspaper sources claim that at least 2500 children and women are being trafficked out across the border per month for the purpose of prostitution, sexual abuse, forced and bonded labour, camel jockey, slavery, sale of organs and forced marriage. Human trafficking occurs for the reason of poverty, illiteracy, unemployment and poor governance through a wave of fraud, abductions, false promise of good marriage etc. A recent report of the IOM says trafficking has turned a lucrative business of almost 12 billion US dollars annually for trafficking around the world.

An increasing trend of human trafficking combined with illegal and improper migration has generated grave concern among government authorities and national bodies in Bangladesh. Bangladesh Government's commitment to protect and uphold the rights of children has been demonstrated by its early ratification of the UN Convention of the Rights of Child, and in September 2000 of the Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography. In March 2001, the Government of Bangladesh made a further pledge to protect children from sexual exploitation and trafficking through its rectification of ILO Convention 182 on the worst forms of child labour. In 2002, the Government ratified SAARC Convention on preventing and combating trafficking in women and children for prostitution.

The Government of Bangladesh has a concrete action plan in the domain of policy, programs and legislation to combat trafficking of women and children on the one hands and to promote safe labour migration on the other. The Government of Bangladesh is committed to develop a safe labour migration management policy, which aims at providing safety and security to its migrant workers and members of their families both at the place of origin and the place of destination. Realising the needs of expatriate Bangladeshis, the government has established a new Ministry of Expatriate Welfare & Overseas Employment. Foreign remittance from expatriate workers of Bangladesh is considered to be an important source of foreign exchange earning as it is also an important source of financing our development programmes, particularly those of poverty alleviation.

It is worthwhile to mention that Government of Bangladesh earned about US \$ 2 billion from migrant remittance in 2001. This positive approach of the Government towards successful migration management policy surely will act as an important step towards combating trafficking.

On the legislative front, the Government of Bangladesh has enacted "Suppression of Violence against Women and Children Act in 2000" with death penalty as the maximum punishment for the crime of trafficking. Important imposition of fine for sexual harassment by way of compensation for the victim. This is the central piece of legislation intended to protect women and children from violence and oppression.

The Government of Bangladesh has brought relevant changes in the legislation and enactment of new law for the speedy disposal of violence related cases in the year 2002. To protect evidences against the offenders, a new rule is being framed by the Ministry of Health and Family Welfare, so that a victim of violence can go to a government doctor first for medical examination and certification before registering the case at the police station. The Government of Bangladesh is committed to fight against trafficking through implementation of article 18 of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The following are some of the laws formulated or amended to ensure equality and to protect women's rights in order to strengthen the position of women which will enable them to be protected from any sorts of exploitation including trafficking (a) The Muslim Family Laws Ordinance of 1961; (b) The Dowry Prohibition Act of 1980; (c) The Family Court Ordinance of 1985; (d) The Child Marriage Restraint Act of 1929; (e) The Muslim Marriage and Divorce (Registration) Act of 1974.

As a signatory to SAARC convention, Bangladesh Government is already committed to fight against trafficking. The Government believes there is an urgent need to address the forces that sustain the evil of trafficking. Furthermore, through the execution of the National Plan of Action, GOB expects to educate women and children in order to save them from the lure of risky ventures, create opportunities for alternative employment, and make them benefited from safer and more sustainable income generating livelihood at home.

However, trafficking as modern day slavery, can not be eradicated with Government efforts alone. To face this challenge NGOs, civil societies and common people should stand together with the government. Strict application of law is also needed to combat the crime of trafficking. Most of the cases of trafficked women and children are not supported by proper witnesses and documentary evidences. Victims out of fear and other reasons do not normally come forward to complain. So appropriate legislative changes are also necessary for the effective implementation of

law to punish the trafficker. Nonetheless, cross border trafficking cannot be stopped by the effort of any single country alone. Therefore, there is a compelling need for a regional co-operation that will help Bangladesh and other regional actors to have strong programmes against trafficking.

Discussion

Scarcity of Statistical Data

Taking part in the discussion, Dr. Asma Siddiqui enquired about the validity and reliability of the human trafficking data presented. Focusing on the difficulties of collection of human trafficking data, another participant opined that references were not cited with much statistical data. Ms. Rina Sen Gupta noted that there was no appropriate data regarding trafficking in Bangladesh. In spite of the fact it is estimated that about 400-500 persons are trafficked each month.

Trend of trafficking

Drawing attention to the scope and trends of trafficking Dr. Asma Siddiqua stated that trafficking should not be considered only from the perspective of cross-border trafficking but it should also include domestic or internal trafficking. She also stated that rehabilitation of the victims was most important of all other aspects of trafficking from the perspective of human rights. She inquired whether there were any government steps to help the victims. In response, both Ms. Sen Gupta and Ms. Ferdous Ara Begum informed that the government has been implementing a project for the last two years to prevent, to rescue and to rehabilitate the victims of trafficking by involving ten NGOs. Besides, as poverty and discriminatory attitude of the society are the main causes behind trafficking, government is also implementing three to four projects not only with the Ministry of Women and Children Affairs, but also with the Ministry of Social Welfare and Ministry of Local Government, Rural Development and Co-operatives to reduce poverty of women and discriminatory attitude of the society towards women.

Migration and Sex Work

Pointing out that many women were working as sex workers in Bangladesh, Mr. Mofizur Rahman, Research Fellow, IBS reiterated that sex workers may intend to be involved in the same abroad since the business could accrue much better pay abroad. He raised a question as regards the policies of the IOM and the national government if some body wished to migrate to work as a sex worker. In response, Ms. Sen Gupta stated that IOM provides assistance to the migrant workers as per country specific government directives, which benefits both the migrant worker and the state. IOM believes in managed and humane migration not in sending people in harmful situations.

Safe Custody

A number of participants drew attention to the safe custody of Bangladesh, which was formed with the purpose of keeping accused children in order to protect them from the environment of prisons which is not suitable for children. They stated that most of the accused children in the safe custody were abused, which was a violation of human rights. In this regard, they enquired about the policies of the government to address such human rights abuses. In reply, Ms. Ferdous Ara Begum commented that the present government was fully aware of the safe custody issue and had already built safe custody home to ensure safety and security of the accused children, where about 50 children were living under trail.

Need for a Participatory Planning

Dr. Dulal Chandra Biswas, Professor of Mass Communication and Journalism pointed out that most of the policies and plans of Bangladesh were top-down driven, in which the voice of the bottom level participants were absent. Regarding the plans and policies to combat trafficking, he opined that NGO and civic involvement is important. Without taking on board the perceptions and experience of NGOs, mass population, experts, and journalists in formulation of government policies to combat trafficking success can not be achieved. A number of participants emphasised the need for a bottom up participatory planning where people from all sections of society can raise their voice and concerns. Ms. Ferdous Ara Begum observed that the Government of Bangladesh recognise this fact and is fully committed to link different donor agencies, NGOs, journalists and mass people to solve this problem. A number of seminars, dialogues, workshops and group committees have already been organised in this regard.

PART TWO

RESEARCH PAPERS

THE NEXUS BETWEEN MIGRATION, GLOBALIZATION AND DEVELOPMENT: A NEW DISCOURSE*

Md. Shahidul Haque

"Properly managed migration can contribute to prosperity, development and mutual understanding among peoples. IOM exists to help migrants with all their needs and to assist governments in managing migration for the good of all."

- Brunson McKinley, Director General, IOM

Introduction

Migration, globalization and development are inextricably linked and interdependent processes. These processes either jointly or independently have played decisive roles in the progress of human civilization. The migratory nature of human race and the tendency to form and remain in groups have been guided by the need to ensure human security and development. The processes have influenced evolution of States, societies, economics and institutions. In fact, the forces of human integration have guided nature of the production system and the development process, which in turn have shaped global labour market and labour migration.¹

There are now about 150 million people living outside their place of birth, which are about three per cent of the world's population.² In 1965, the figure was 75 million, 84 million in 1975 and 105 in 1985. Between 1965 to 1990, the number of international migrants increased by 45 million i.e. at an annual growth rate of 1.9 per cent. The current annual growth rate is about two per cent.³ Available statistics suggest that there has been no significant rise in international migration in recent times.⁴ Apart from temporary labour migration, each year two to three million people emigrate and majority of them mainly to the United States, Germany, Canada and Australia. Contrary to global trends, the outflows of migration from four South Asian countries,

* Views expressed in this document are those of the author and do not necessarily represent that of IOM.

¹ Findlay, M. Allam, "International Migration and Globalization: An Investigation of Migration Systems in Pacific Asia with Particular Reference to Hong Kong", in Siddique, M.A.B. (ed.), *International Migration into the 21st Century*, 2001.

² IOM, *World Migration Report*, 2001.

³ World Bank, *Entering the 21st Century: World Development Report 1999/2000*, Oxford University Press, New York.

⁴ Tapinos, Georges and Delaunay, Daniel, "Can One Really Talk of Globalization of Migration Flows?" paper presented at OECD Conference, 2-3 November 1998, Lisbon.

(Bangladesh, India, Pakistan & Sri Lanka) have increased substantially. In 1987 outflow from these countries was over 250,000 and in late 1990s, the figure had reached one million. In terms of migrant concentration, Asia is at the top (40%), followed by Europe (21%) and closely followed by North America, (20%).⁵ It is predicted that the total number of international migrants will approach 250 million by the year 2050.⁶

In the 21st century, changes in the geo-political as well as geo-economic landscapes and emergence of the "knowledge-economy", are fundamentally changing the migration and globalization processes leading to emergence of new development thinking and strategies. The profound changes in scope, nature & structure of global finance, trade and commerce in the WTO-centric trading regime are influencing both migration and development discourses adding further dynamism to the process of evolution of the civilization. The relationship between globally mobile capital and territorially tied labour is adding complexities to it. The increased pace of migration in combination with globalizing forces, are posing challenges to both management of migration and globalization as well as to the development interventions particularly for the labour originating developing countries. Those challenges are likely to be more complex in future as the current phase of globalization seems to be contributing to the widening of inequalities between the rich and the poor posing acute problem for the development dynamics.

It is now acknowledged that, despite generating huge global wealth, the existing trade regime has failed to benefit the poorer section primarily because of the inherent "limitations" of the global trade system. It is accentuating the inequalities both within and among. Trade specialists are struggling to find ways to bring down the widening inequalities and disparities. It is now suggested that international mobility of labours, if managed properly, could perhaps help in reducing poverty and inequality. The global output may increase if people are free to move across the globe particularly from areas of lower labour productivity to areas of higher productivity. According to Nobel Laureate Professor Amartya Sen, trade along with migration can help to break the dominance of rampant poverty.⁷ A recent commonwealth study suggests that if quotas were fixed within the WTO Member countries by an amount equal to three per cent of developed countries' labour forces, there would be an increase in world welfare of \$ US156 billion per year.⁸

⁵ Mahmood, Raisul Awal, "Globalization, International Migration and Human Development: Linkages and Implications", unpublished paper, December 1998.

⁶ World Migration Report, 2001 op cit.

⁷ Oxfam, "Rigged Rules and Double Standards: trade, globalization and the fight against poverty", Oxfam International, 2002.

⁸ For details see, Winters, L. Alan, et al., "Negotiating the Liberalization of the Temporary Movement of Natural Persons", Commonwealth, March 2002.

Conceptualization of migration-globalization-development nexus

Migration, globalization and development are complex, inter related and dynamic concepts. Neither Migration is merely a movement of people from one place to another, nor globalization a simple integration of economic activities or units, similarly, development is simply economic growth. The concepts are much broader, diverse and multi-dimensional. The interfaces among these concepts are exceedingly complex, they vary across time and space. The existing understanding of the interfaces is rather limited and least explored. It can have multiple understandings depending on the approach or theoretical tool that are used in analyzing the linkages. These linkages either can be mutually reinforcing and positive, or mutually weakening and negative, depending on the socio-economic environment of the country.

International migration is the movement of persons from their countries of origin to countries of destination with the intent to remain for an extended stay. International migrants do not include tourists, students, business travellers, religious pilgrims and persons seeking medical treatment and visitors. The term "migrant"... should be understood as covering all cases where the decision to migrate is taken freely by the individual concerned, for reason of "personal convenience" and without intervention of an external compelling factor. The definition does not however, refer to refugees, exiles or people who leave their homes under compulsion. On the other hand, the term "migration" as a descriptive process of the movement of people, includes movement of refugees, displaced persons, uprooted people as well as labour and economic migrant.

There are numerous causes of international migration including poverty, lack of employment opportunities, economic instability, environmental degradation, armed conflict and natural disasters. The rapid movements of capital, goods and services accompanied by unprecedented growth in communication and transportation technologies across the world have accelerated migratory processes. Economic disparities as well as demographic changes have also been powerful push and pull factors affecting the movement of people.

Globalization can be considered as process that transcends the territorial borders of States. Globalization can be defined in two broad contexts. One, in the economic context and the other non-economic which broadly includes socio-cultural, historical and political dimensions of globalization.⁹ In general, globalization is characterised as a process of growing interconnectedness

⁹ For an analytical discussion, see Sengupta, Chandan, "Conceptualizing Globalization: Issues and Implications", 2001, *Economic and Political Weekly*, Aug 18, 2001.

and interdependence that are generated largely by growing economic, cultural and political cooperation and links. In a broad sense, globalization encompasses any form of societal change having a transnational dimension. It encapsulates ideas of integration, interdependence, multilateralism, openness, universalism and geographical compactness. The economic globalization is the continued integration of the countries of the world, characterised by the acceleration of the movement of goods, services, ideas and capital across national borders; and the evolution of the international economic order into a highly integrated and electronically networked system.¹⁰

Migration and globalization are historically linked. From the dawn of civilization economic forces have played a decisive role in population movement. In the past, globalization has significantly influenced global migration trends either enhancing or retarding. The movement of people was highest in the 1900s, as then there were no restrictions on migration. From middle of nineteenth to end of nineteenth century, about 50 million people were moved from India and China to work in mines and plantations in Americas, the Caribbean, Southern Africa and South East Asia. In the USA, workers were brought from Japan.¹¹ Between 1840-1940 about 59 million people (12% of Europe's Population in 1900) left Europe for the USA, Australia and South Africa in search of better livelihood.¹² The driving force for emigration were land scarcity in Europe and potato famine (push factor) and relatively pull factor and job opportunities in industries in destination countries. It could be identified as the first thread of economic migration. These movements helped poorer countries Norway, Sweden, Ireland and Italy to enhance income equality with richer countries.¹³

Migration continued during the interwar period, at a lower pace than previous phases because of introduction of restrictions on the form of immigration laws and slowdown in the economy of major destination countries. The end of Second World War brought economic upturn in the USA and Europe setting the fourth phase of globalization and sharp rise in demand for labour. During this period, movement of people from Europe to USA increased.¹⁴ During this phase, people from developing countries joined the pool of migrants. From 1950 to 1970, 10 million entered into west Europe.

¹⁰ World Development Report, 1999: 31.

¹¹ Nayyar, Deepak, "Cross-Border Movement of People", World Institute for Development Economics Research, The United Nations University, Working Papers No.194, August 2000.

¹² Stalker, Peter, op. cit.

¹³ Ghosh, Bimal, 1999 "Challenges and Opportunities of Economic Globalization: Some implications for labour, industry and nation-states" paper presented at an International workshop in Frankfurt, Germany, 27-28 April 1999.

¹⁴ John, J., "Future of Migrant workers in a Globalized Economy," a paper presented at the sub-regional workshop on migrant workers, Colombo, 19-21 December 2001.

During the last three decades, international migration seems to have been excluded from the latest phase of globalization.¹⁵ Labour mobility did not increase compared to movement of goods, services and capital flows, due to deliberate ideological and institutional initiative migration decreased.¹⁶ Against arguments (including neo-classical) in favour of international migration, human mobility has been discouraged by some societies and economies. Today, there is a paradoxical relationship between migration and economic globalization. On the one hand, migratory and economic policies are explicitly aimed at preventing labour mobility, on the other, the market mechanism that these policies try to establish aim at increasing, rather than reducing migration flows.

Capital-labour asymmetries are created in the global economy due to the free flow of goods, capital and services across borders on one hand, and restricted labour mobility on the other. It is resulting in increased capitalization as defined by the rising capital/labour ratio. In fact, capital per worker has risen significantly faster than output during 1960-90.¹⁷ The trading system based on capital-labour asymmetry prevents equalization of employment and income opportunities. Inequality and instability are generated when capital moves freely across national boundaries as it takes jobs and incomes with it, leaving adjustment and welfare costs in its wake.¹⁸ Moreover, such situations have two negative impacts.¹⁹ First, in labour market, labour finds itself at a clear disadvantage, exploitation is a frequent consequence. Secondly, in product market, some companies extract monopoly profit beyond those normally attainable where more equal and free market occurs.

The imbalances in the liberalization of labour movements in turn encourage irregular movement of people. It also poses questions on the long-term sustainability of development strategy. The two different regimes, one for flow of goods and services and other for labour has led to two major challenges in the migration regime, namely, rise in irregular migration and feminization of migration. The nature of distortions and imbalances are better understood in explanations provided by the "new growth" or "endogenous growth" theories.²⁰ The "new growth" theories emphasize

¹⁵ Tapinos, Georges, op. cit.

¹⁶ For details see Nayyar, Deepak op. cit.

¹⁷ World Development Report: 1995 op. cit.

¹⁸ For an analytical work see, Mihmet Ozay, et al. ed., *Towards a Fair Global Labour Market: Avoiding a new slave trade*, Routledge, London and New York, 1999.

¹⁹ Ibid, Mehmet Ozay and et al., pp 17-20.

²⁰ For analytical work see Schwartz, Peter and et al, "The Emerging Global Knowledge Economy" in *The Future of Global Economy*, OECD 1999; G. Becker: *Human Capital: A theoretical and empirical analysis* (Princeton, N.J, Princeton University Press, 1964); R. E Lucas: "On the mechanics of economic development", in *Journal of Monthly Economics* (Amsterdam) Vol. 22, No. 1, 1998, pp 3-22; R. E. Lucas: "Making a miracle", in *Econometrica* (New Heaven, Conn.), Vol. 61 No. 2 1993, P. Romero "Endogenous technological change",

favourable spillovers coming from capital accumulation and diffusion of knowledge and technology, often associated with movement of skilled persons. These theories value the positive impact of additional availability of the "imported" human capital, which is crucial and decisive for growth, and wealth of nations. The "new growth" theory argues that human capital produces positive knowledge externalities that spillover on the economy in which they occur.²¹ This theory suggests that shortage of particular skills in the labour markets of countries may be filled by either development of skill workers locally or by temporary movement of expatriate workers or by allowing permanent entry of skilled workers for the purpose of employment in foreign affiliated companies.

Development is a dynamic process, which implies growth, advancement, empowerment and progress.²² The goal of development is to build human capabilities and enlarge human choices to create a safe and secured environment where citizens can live with dignity and equality. In the development process, it is important that people's productivity, creativity and choices are broadened and finally opportunities are created not only for present generation, but also for future generation to meet basic needs. Late Mahbub Ul Haq, famous economist who developed human development index, has identified four essential components in the human development paradigm—equity, sustainability, productivity and empowerment.²³

Migration-development nexus can be described through two approaches. First, *balanced growth approach*: As part of liberal economic theories, it suggests that by alleviating unemployment and providing economic supports through remittance and migrant skills, migration enhances development in the countries of origin. It also narrows inter-country income disparities and eventually makes migration unnecessary. Second, *systematic approach*: It does not recognize that migration, through remittances and return, automatically accelerates development in the country of origin. It rather suggests that migration often distort the development process through "brain drain" and widening of income disparities.

in Journal of Political Economy) Chicago, Vol. 98 No. 5 Part 2, 1990. P. Romer "Two strategies for economic development to using ideas and producing ideas", in Proceedings of the World Bank Annual Conference on Development Economics 1992 (Washington, DC, World Bank, 1993); T. Schultz "Investment in human capital", in *American Economic Review* (Nashville), March 1961, pp.1'17

²¹ For details see, Straubhaar, Thomas, "International Mobility in the Highly Skilled Brain, Gain, Brain Drain, or Brain Exchange", HWWA Discussion Paper, Hamburg Institute of International Economics 2000

²² UNDP, Human Development in South Asia 1999.

²³ For an analytical discussion, see Haq, Mahbub Ul, *Reflections on Human Development*, 1999, Oxford University Press, Delhi.

The migration-development links could be best understood by exploring the migration-poverty interfaces. The migration-poverty links are also complex and contextual. It has been recognized that poverty is not necessarily the main cause of migration.²⁴ The assessments of contribution of migration to reducing poverty are also complicated. The existing literature is yet to reach at a conclusive opinion on the issue. But, there is consensus that migrants tend to help to increase the welfare of host societies. Migration reduces the uncertainty of a family income, provides investment funds and enhances livelihood opportunities. Though Migration can not radically improve the poverty situation, poverty would be worse if migration opportunity do not exist.²⁵

Lately, a general recognition has emerged in identifying migration is an integral part of economic development process. However, whether migration will have a positive or a negative impact on the society and economy, largely depends on the political and socio-economic conditions prevailing in the society and economy of migrant origin & destination countries. It is obvious that migration can not be the substitute for development. But it is equally obvious that development cannot be envisaged without migration.²⁶ The impacts of migration on the development process of originating developing countries could be better assessed by the changes it often brings to various levels or sectors.²⁷ These are:

Labour market and employment: According to the neo-classical theory, out-migration brings positive impacts on labour surplus developing countries by providing job opportunities abroad. In fact, the most important impact of out-migration is on the employment sector. For example, seasonal migration of Mexican migrant workers to the United States of America (USA) provides an important source of employment there. So is the case with millions of workers of South Korea, Hong Kong, China and Malaysia, going to Japan. But, there is a downside of the out-migration as well. If not planned properly, out-migration can itself produce labour shortage especially of skilled people in certain sectors of the origin economy and can create inter-state tensions and conflicts.

²⁴ Haan, Arjan de, "Migrants, Livelihoods, and Rights: The Relevance of Migration in Development Policies" Social Development Working Paper No.4. Social Development Department, February 2000.

²⁵ Ibid

²⁶ For an analytical discussion, see Skeldon, *Ronald, Migration and Development: A Global Perspective*, Longman, England 1997.

²⁷ This section has been developed based on IOM Migration Research series No.5 entitled "Harnessing the Potential of Migration and Return to Promote Depend" August 2001 and Mahmood, Raisul Awal, "Globalization, International Migration and Human Development: Linkages and Implications" unpublished, December 1998.

Inflow and use of migrant remittances: There are two extreme views on the beneficial impacts of remittances on the development process.²⁸ First, "*developmentalist*" perspective: It argues that remittances have the potential to set in motion a development process in the originating countries. It can help removing production and investment constraints and can raise income level. Remittances have also positive impacts on the balance of payments of countries of origin as they help to narrow the trade gap, control external debt, facilitate debt servicing and produce much needed foreign exchange. Second, "*migrant syndrome*" perspective: It argues that migration drains countries of origin of their labour and capital by crowding out local production of tradable goods. It suggests that remittances are not put to productive use but mostly wasted for unproductive purposes such as housing, land purchase, transport etc. Remittances can cause inflation as they create a demand without concomitant production capacity.

There is, however, a general understanding among the experts and policy makers that remittances have far greater positive impact on communities in the developing countries than previously acknowledged.²⁹ The multiplier effect of remittance can be substantial, with each dollar producing additional dollars in economic growth for the business that produces and supply the products bought with these resources. Remittances can promote development if an enabling economic environment for use of remittances, institutional arrangements for money transfer and availability of investment and business opportunities in the origin countries exist. It has further been revealed that migrants, especially the permanent emigrants, sometimes use their earning to finance social and economic development projects in their home country.

Women migration and empowerment: "Feminization" of migration is the most noteworthy trends in recent migration trends. Today women account for about half of the migrant population. For several countries of origin, they already constitute the majority. Women are migrating as independent workers and their roles now extend well beyond that of the spouse joining the husband in the destination countries.³⁰ It is now recognized that international migration is positively associated with the status of women.³¹ The opportunities for women to go abroad for employment enhance their empowerment. According to a study, migration has an empowering effect on migrant women.³² The empowerment draws

²⁸ Taylor, Edward, "The new economics of labour migration and the role of remittances in the migration process" paper presented at the Technical Symposium on International Migration and Development held in the Hague, Netherlands, 29 June – 3 July 1998.

²⁹ Martin, F. Susan, "Remittances as a development tool" a paper presented at a conference organized by the Inter-American Development Bank, 2001.

³⁰ IOM, Statement made in the Third Committee of UNGA, October 2001.

³¹ Mahmood, Raisul Awal, op. cit.

³² IOM and INSTRAW, *Temporary Labour Migration of Women: Case studies of Bangladesh and Sri Lanka*, 2000, Geneva.

from changes of role of women in areas such as household decision making, division of labour, gender roles and community perception. The study also revealed that empowerment transcends the issue of "success" or "failure" of migration as measured by the economic and social indicators. Migration also can extend women's decision making power to spheres that were traditionally in men's domain such as the decisions involving in housing investment and the disciplining of children as revealed in the study. The changes in the family and social norms brought about by the female migrants are significant and beneficial for the society.

Changes in social institutions: Migrants can reinforce the structures, ideologies and support networks for development works. They also influence positively institutions such as family, school, social norms and traditions, and religious organizations by bringing in new progressive ideas into the development of social institutions. Migrants also invest in strengthening these local institutions.

Return of migrants: Return migration is another important dimension in the migration-development nexus. It may be defined as the process whereby people return to their countries or place of origin after staying a significant period in another country or region.³³ The voluntary return of migrants with financial capitals can benefit the countries of origin in various ways. The contribution of return migration on the development process depends on the aptitude and degree of preparation of the returning migrants, and the existing socio-economic and institutional conditions in the home country.³⁴ They can act as change agents, economically, technologically and socially. The development implications of return migration can be analysed in terms of:

First, financial capital: Apart from sending remittances, migrants also save some money while abroad, which they bring with them on return. The impact of financial capital also raised controversies similar to that surrounding remittance. However, it is widely recognized that financial capital can have multiplier effect on the development process.³⁵

Second, human capital: It is defined as the knowledge, skills, competencies and attributes combined in individuals that facilitate the creation of personal, social and economic well-being.³⁶ The migrants while living and working abroad gain considerable work experiences and skills. These new skills and ideas can have positive impact upon their return in the

³³ King, Russell, "Generalizations from the History of Return Migration" in Bimal Ghosh edited, *Return Migration: Journey of Hope or Despair?* IOM, 2000.

³⁴ Ghosh, B. "Return Migration: reshaping policy approach" in Bimal Ghosh (ed), *Return Migration: Journey of Hope and Despair?*, IOM/UN, Geneva, 2000

³⁵ IOM, *Harnessing Potential of Migration*, op. cit.

³⁶ OECD, "The Well-Being of Nations: The Role of Human and Social Capital" 2001, Paris.

home country. The return migrants can act as positive change agents in the economies and societies, provided there is a conducive environment.³⁷

Third, social capital: It resides in social relationships rather than in individuals. It can be defined as the resources, actual or virtual, that accrue to an individual or a group by virtue of possessing a durable network of more or less institutionalized relationships of mutual acquaintance and recognition.³⁸ Migrants can tap into the social capitals benefiting both sending and receiving country. The return of migrants therefore has a greater likelihood of positively influencing the development process in the home country.

Impact of migration, globalization and development on security and state relations

Migration, globalization and development, by definition are inter-state phenomena. It is, beyond the capacity and reach of an individual country to effectively manage the processes independently. Migration is an international security & development issue. Migrants, refugees and IDPs are no longer considered as simple humanitarian issues that can be solved by humanitarian action alone. At the beginning of 90's with the influx of irregular migrants to Western Europe and North America from Eastern Europe, irregular migration became a security threat and a developmental challenge in Europe. It was opined by the experts that ethnic conflicts in the post-cold era, socio-economic disparities have forced people to move posing development and security threats. However, migration related security perception differs from country to country depending on position of the country in the migration spectrum.

It is recognized that while orderly migration can help forge economic, social and cultural bonds between peoples and countries, irregular and non-regulated migration can cause harm to those relations. The costs of controlling borders, detaining and returning irregular migrants can be very high and it can place intolerable burdens on both the destination and weak economies of developing countries. The September 11 terrorist attack on America has added a new dimension to the debate. The discussion on migrants in pre-11th September focused on prevention of irregular migration and meeting labour market needs with migrant labour etc. Whereas in post 11 September, the focus is on security and combating terrorism in relation to migration. There is growing voice that legitimate concerns about security must not turn into excuses for xenophobic action.

In the world increasingly based on democratic principles, free market systems and rule of law, States should not unduly restrict freedom of cross-

³⁷ IOM, *Harnessing Potential of Migrations*, op. cit.

³⁸ IOM Study, *Ibid.*

border movement of people. At the same time, however, states have an obligation to ensure security, social stability, economic opportunity and general welfare of their citizens, while protecting and promoting respect of human rights and fair treatment of migrants. There is recognition that a new strategy is needed, to facilitate regular migration and prevent irregular migration for global peace.

The complex interfaces between migration, globalization and development have to be addressed in a comprehensive and integrated manner.

Inter-governmental cooperation are vital to fully appreciate and develop positive effects of migration and reduce potentials of creating tensions between and among countries. The programmes and activities in the labour migration process initiated by countries of origin can not be successful without corresponding and reciprocal support from the receiving countries. Therefore, cooperation among all parties is the logical way to cope with the migration challenges. Increasingly, Governments are showing interests to negotiate strategies which would support sustainable development of countries of origin and the labour needs of receiving countries while giving due regard to the rights of migrants. Success of a comprehensive strategy to manage migration would depend largely on balancing the differing perspectives, concerns and interests of the developing and developed countries. Mutual benefits can result from cooperation, if it is based on areas of common ground, common interests and common concerns.

Diasporas and development: Lately, migrant communities are emerging as "Diasporas" in the host countries playing a significant role in their host as well as home countries.³⁹ In modern sense, "Diasporas" are ethnic minority groups of migrant origin residing and acting in host countries but maintaining strong sentimental and material links with their countries of origin their homelands.⁴⁰ The Diasporas can influence economic and political process in the host countries in favour of their home countries. Recently, international organizations, such as IOM, World Bank (WB), have acknowledged the development potential of migrant Diasporas.

Potentials of migration to address inequalities

International migration, as an integral component of development process, and consistence with the pace of globalization, can be a useful tool to bring convergence in wealth generation and distribution. It can be used to close the disparities between developed and developing countries. The proponents

³⁹ For discussions see Burki, Shahid Javed, "Remittances and Productive Investment: The Economic Contribution of Diasporas". A paper presented at the workshop on "Making the best of Globalization: Migrant Workers Remittances and Migrant-Finance", organized by ILO, Geneva, 20-21 November, 2000, and Cohen, Robin, "Diasporas and the nation-state? From victims to challengers", *International Affairs*, 72,3 (1996) pp 507-520.

⁴⁰ Chiland, G.L. and Regeou, J.P. *Atlas des Diasporas*, Paris 1991.

of migration argue that there is a positive correlation between economic globalization and international migration, particularly in an environment of liberal migration regime.⁴¹ International migration tends to reduce income disparities across countries through an “equalizing effect” on the income of the origin countries thereby enhancing development prospects. Studies have shown that an international migrant can help the countries to derive development benefits from globalization.⁴² In the recent phase of globalization, labour flows could make a greater contribution in reduction of poverty, if immigration policies were more balanced and allowed more unskilled workers to migrate.

The argument that migration can help alleviating poverty in the origin countries is gaining ground among economists and policy makers. Though, migration have a partial impact in the direct reduction of poverty, it has a greater impact indirectly on reduction of poverty through remittances and skill transfer, etc. It has also a positive effect on long run growth of destination countries by keeping labour costs down, increasing the profitability of investment and rising national saving.⁴³ Migration can facilitate faster flow of other globalizing factors, trade, capital and ideas and is one of the ways to offset negative influences of globalization particularly on the developing countries. The global output is expected to increase if people are free to move across the planet from areas of lower labour productivity to areas of higher productivity of labour.⁴⁴

Emerging pro-development migration regime

There is a general agreement that wealth generated by migrants contributes towards development of economic, social and cultural fabrics of both countries of origin and destination. Though migration can not be the substitute for development, development now a days cannot be envisaged without international migration. But, There is no widely accepted paradigm to take cognizance of migration-induced developments in a globalized world. There is also no global regime to regulate majority of the mobile people who are not refugees. The 1951 Convention relating to the Status of Refugees does not address the problem of non-refugee migratory people. Therefore, a new paradigm should be established to incorporate migration as a development resource in a globalized world. The new paradigm should be politically and economically acceptable. It paradigm should be orderly and humane and be able to function within a comprehensive multilateral framework. It should be able to strike a balance among the interests of all

⁴¹ For detail discussion see, Solimano, Andres, “International Migration and The Global Economic Order: An Overview”, The World Bank, November 2001.

⁴² World Bank, “Globalization, Growth and Poverty”, A World Bank Policy Research Report 2002.

⁴³ Adres, Solimano, op.cit.

⁴⁴ Ibid

parties involved. It should focus on developing a manageable, productive and beneficial multilateral framework. It should be designed to:⁴⁵

- enhance capacity of governments and civil society to ensure greater predictability and transparency in migration management;
- widen people's choice to migrate, particularly on a temporary basis, to avoid being smuggled;
- avoid inter-state tensions and threats to domestic security emanating from irregular migration;
- ensure orderly migration management and effective protection of rights of migrants; and
- facilitate return and reintegration of migrants through cooperative endeavours of originating and destination countries.
- combat irregular migration especially trafficking in person.
- provide an opportunity for migrants who are stranded and destitute, to return to their home country voluntarily and with special support. It should be considered an essential component of the irregular migration management strategy.
- efforts to develop mechanisms to increase the positive impact of migration on the origin and destination countries.
- build regional strategies for migration management.

The emerging regime should also approach migration from a human rights perspective. It should ensure the protection of the 'core' rights of migrants despite their status in the receiving country.⁴⁶ The following elements could be identified as probable components of the emerging pro-development migration regime:

- Orderliness and manageability
- Transparency and predictability
- Cost-effective system of migration
- Inclusive of all types of movements
- Effective mechanism for transfer of remittances
- Mechanism to translate migration benefits in development
- Adequate migration related information dissemination system
- Effective system for return and reintegration
- Effective protection of rights of migrants
- Compressive approach to curb irregular migration
- Co-ordinated monitoring mechanism

⁴⁵ This part has drawn from IOM Project entitled "New International Regime for Orderly Movement of People (NIROMP)" and writing of the Project Director Bimal Gosh.

⁴⁶ For a detail discussion, see Haque, Shahidul, "International Laws and Institutions for protection of Rights of Migrants: Challenges and Responses" in Dr Mizanur Rahman edited *Human Rights and Developments*, Dhaka, 2001.

Role of IOM

IOM is an intergovernmental organization and has the broadest mandate to set and deal with full range of migration issues. It is committed to the principle that humane and orderly migration benefits migrants and societies. It is mandated to assist migrants, refugees and displaced persons and other individuals in need of international migration services. In general, it acts with its partners in the international community to:

- Advance knowledge and understanding of migration issues;
- Promote safe migration and reduce irregular migration particularly trafficking in persons;
- Assist governments in meeting the migration challenges by enhancing their capacity;
- Encourage social and economic development through migration; and
- Uphold human dignity of migrants with a focus on seeking practical arrangements for orderly migration and solution to migration problems.

With a network of 159 offices in some 100 countries, IOM carries out its operational immigration, emigration, return and emergency programmes worldwide. IOM activities fall into seven service areas: movements, technical cooperation and capacity-building, assisted returns, counter-trafficking, mass information, migrant health and labour migration.⁴⁷ IOM has also been striving to uphold the human dignity of all migrants and to promote and ensure the effective respect for migrant rights. A focus on migrants' rights is particularly crucial as the 1990 UN convention on the Rights of All Migrant Workers and Members of their Families is likely to come into force soon.

IOM established "**Migration Policy and Research Programme (MPRP)**" in 2001 to contribute to a better understanding of migration and to strengthen the capacity of Governments to manage migration more effectively and co-operatively. MPRP is working in four main areas: development of a framework of guiding principles for more effective migration management at the global level; development and facilitation of Regional Consultative Processes; applied research directed primarily to policy-makers; and regular publication of the World Migration Report, reporting on migration issues and trends.

IOM has also recently established **labour migration service** to ensure development of proper linkages between migration and development. It aims at establishing the bridge between the immediate emergency assistance and the longer-term development programmes. Under this service, IOM would provide assistance in capacity building, return/reintegration, counter-trafficking, labour migration, and migration

⁴⁷ For details on each of the service areas please visit IOM web-site www.iom.int

health and information campaigns. In the developing member countries, IOM, would support to ensure that migration could benefit all stakeholders regional efforts to improving the economic and social conditions for growth. The labour migration services will augment appropriate strategies to provide technical assistance for linking migration and development.

Conclusion

Migration, globalization and development will continue to play dominant roles in human history. The scope, nature and trends and interfaces among the three concepts will add further dynamism to the evolution process. The pace of migration will particularly increase due to widening and deepening of economic globalization, declining and ageing of population in the developed country, emergence of transnational migration and dominating role of Diasporas. Migration will also continue to play an important part in livelihoods issues.

Globalization will face difficulties and development will suffer, if facilities for legal migration are not made available in an orderly manner. In the absence of migration opportunities, the members of the developing countries particularly women will be deprived of opportunities of economic empowerment. It is unfortunate that migration has not been receiving due place in the policy exercises. The policy makers should recognize and appreciate contributions of migration to sustainable development and poverty reduction. The policies should aim at reducing the constraints, which force people to migrate, ensuring migrants' rights abroad and supporting migrants' contributions to the home and host countries.

There is a need to progressively regulate inflow of migrants and reduce irregular migration. The process will require not only the implementing immigration policies, but also a reorientation of basic strategies and rationale for migration policies. The traditional development thinking and strategies will also have to be changed. They all should be realistic and flexible. The development policies should recognize the importance of migration as a livelihood strategy and the forces of mobility as people are not sedentary and immobile. The policies should support migration rather than implicitly or explicitly restricting it. The policies should rather create enabling environment for people to decide their own livelihood strategy either at home or abroad.

The countries need to approach mobility of labour issue in more comprehensive manner and as a development agent which could narrow inequalities between and among states. New ideas such as "circular migration", "temporary labour migration" have to be incorporated in policy planning. Partnership and Cooperation between origin and destination countries will be essential, for developing a more creative legal movement

and counter trafficking in persons programmes. Human rights issues should take a stronger role in shaping policies and actions, in combating trafficking and smuggling and protecting victims from abuse.

The international development partners should "rethink" the significance of migration on the socio-economic development process both in origin and destination countries and its potential role in addressing global inequalities in the increasingly globalized world. They perhaps should go beyond traditional boundaries of "security", "sovereignty" or "immigration" in exploring the linkages between migration, globalization and development. These concepts are, anyway, going through fundamental changes even without any organizing principle or regime.

The gap between priorities, interests and power of states in the migration field are constraining States to establish mechanism to manage migration.⁴⁸ There is a gradual recognition about need to establish a new migration regime in parallel to the economic regime. The migration regime needs to be consistent with global development trends and priorities. It would not be too optimistic to argue that globalization should make economies more equal so that the need to move out of one's own country in search of work disappears. But, till we reach that stage, migration may act as a "developmental force" and an "equalizing force" to soften the impact of adverse consequences of globalization process on the developing countries.

Globalization must be for all. Capitalists, workers and government must benefit from globalization. If capital is to be allowed to cross borders freely, then workers too should be allowed to do the same. If this cannot be accepted, then free capital flows cannot be accepted either. If free flows of workers have to be regulated in a world without borders, a globalized world, then capital flows must also be regulated.

- *Dr. Mahathir Bin Mohamad, Prime Minister of Malaysia
International Labour Conference, Geneva, 11th June, 2002*

⁴⁸ Hollifield, James F., "Migration, Trade and The Nation-State: The Myth of Globalization" in *UCLA Journal of International Law and Foreign Affairs*, Vol.3, No.2 Fall/Winter 1998-99.

MIGRATION CHALLENGES OF BANGLADESH: OPTIONS AND POLICY RESPONSES

Tasneem Siddiqui

Introduction

International migration of labour has become an integral part of the global economy. Almost all countries are involved in the migration process in one way or other. Some are participating as labour sending countries, some as receiving, and others as transit countries. There has been a marked increase in the volume of global migrant population. According to UNDP (1995) over 125m people i.e., one out of every forty-five, live outside their country of origin for various reasons. Between 1965 to 1975 the migrant population was growing on an average rate of 1.2%, from 1975 to 1985 this increased to 2.2%, and from 1985 to 1990 period, to 2.6% (UN, 1997). If the 1985-90 growth rate persisted then the size of migrant population would have risen to 145m by 1998. Increase in migrant flow is associated with growing flows of remittances. Global figures show that official remittances has increased from less than US\$ 2 billion in 1970 to US\$ 70 billion in 1995 (ILO, 2000). This paper looks into different migration challenges of Bangladesh and highlights the need for a comprehensive policy on labour migration.

Bangladesh is a labour surplus country and hence it belongs to the supply side of the global market. A large number of Bangladeshis migrate to take up employment each year. Labour migration data suggests that from 1991-2000, on an average, more than 225,000 Bangladeshis left the country each year to take up overseas employment (see Annex 1). The remittances of Bangladeshi migrants constitute a significant portion of the country's foreign exchange earnings (see Annex 2). During the period of 1977-78 to 1997-98, remittances, on an average, contributed to 26.5% of the country's foreign exchange earnings (ILO, 2001). In the 1998-99, 22% of the official import bill was financed by the remittance sent by the migrant workers (IOM, 2000a, 2000b). Remittances also constitute a very important source of the country's development budget. In certain years in the 1990s remittances' contribution rose to more than 50% of the country's development budget. If remittances are compared with flow of foreign aid, one finds that its proportion increased significantly over the latter in recent years. The importance of remittance becomes very clear if one compares it with foreign exchange earnings from garments sector. Currently, garments manufacturing is the highest foreign exchange earning sector of Bangladesh. However, if the cost of import of raw materials is deducted then the net earning from migrant workers' remittances is higher

than that of the garment sector. Therefore, the importance of labour migration for the national economy can hardly be over-emphasised.

In spite of impressive contribution of migrant workers to the economy of Bangladesh, they are subjected to various forms of exploitation at different stages of their migration experience. Labour migration is a complex and dynamic process, fraught with multifaceted challenges from different sources, both within and outside state's own jurisdiction. Various studies have identified six major areas where both government and civil society needs to intervene immediately. These are:

- Strengthening institutional capacity;
- Streamlining of recruitment process;
- Protection of migrant workers in receiving countries;
- Ensuring women's right to migrate;
- Efficient flow and effective use of remittance sent by the migrant workers;
- Return and reintegration.

In this paper I will concentrate on the first three aspects i.e., the strengthening of institutional capacity of government, how to streamline the labour recruitment process, and ensuring proper protection of migrant workers abroad. The two most important ministries involved in this respect are the Ministry of Expatriates' Welfare and Overseas Employment and the Ministry of Foreign Affairs. Institutional strengthening refers to a process, which enhances the capacity of these two ministries in managing migration.

Methodology

This paper is based on secondary information. This includes conference, seminar and workshop proceedings¹, published books² and

¹ Over the last few years a number of conferences, seminars and workshops have been organised on international labour migration. These include: workshop on *National Responsibility towards the Migrant Workers* in December 1997, organised by RMMRU, national conference on *Temporary Migrant Workers of Bangladesh: Towards Developing a National Plan of Action*, organised by RMMRU in collaboration with the Bangladesh National Women Lawyers' Association in April 1999, consultative meeting on the *Need for the Ratification of International Convention on the Rights of All Migrant Workers and Members of their Families* by RMMRU, in February 2000, symposium on *Short-term Labour Migration of Women from Bangladesh* in November 2000 by RMMRU, and two-day *Awareness Campaign Workshop on Labour Migration Process for Community Leaders and Activists* by RMMRU in 2001.

² Syed Refaat Ahmed, *Forlorn Migrants: An International Legal Regime for Undocumented Migrant Workers*, UPL, 2000; Tasneem Siddiqui, *Transcending Boundaries: Labour Migration of Women from Bangladesh*, UPL, 2001; INSTRAW and IOM, *Temporary Labour Migration of Women: Case Studies of Bangladesh and Sri Lanka*, 2000; Chowdhury R Abrar, edited *On the Margin: Refugees, Migrants and Minorities*, RMMRU, 2000. Occasional Paper 1, *National Responsibility towards the Migrant Workers*, by Tasneem Siddiqui, RMMRU, 1998; Occasional Paper 3, *State, Migrant Workers and the Wage Earners' Welfare Fund* (in Bangla), RMMRU 2000; Occasional Paper 5, *Bangladeshi Migrants in Saudi Labour Market:*

reports³. It is divided into four sections including the introduction and conclusion. Section II concentrates on institutional challenges. It highlights the role of different ministries in labour migration process. It suggests options and policies for the two ministries in resolving the problems. Section III looks into three problem areas i.e., undocumented migration, fraudulent practices in recruitment, and procurement of visa in the receiving countries. The concluding section makes some general recommendations.

Institutional challenges

Ministry of Expatriates' Welfare and Overseas Employment is the line ministry in charge of managing the labour migration process. The power of implementing the Emigration Ordinance 1982 and accordingly, promoting, monitoring and regulating the migration sector is vested with the Ministry. Ministry of Foreign Affairs is the other important ministry. Bureau of Manpower and Employment (BMET) is the executing agency of the Expatriates' Welfare and Overseas Employment Ministry in respect to labour migration.

Bureau of Manpower Employment and Training (BMET)

The labour sector is the highest foreign exchange earning sector. However, in the past labour migration was the responsibility of the Ministry of Labour and Employment. That ministry severely suffered from lack of resources. The total revenue budget of BMET was Tk 112,030,000 in 1997-98, Tk 124,730,000 in 1998-99 and Tk 131,092,000 in 1999-2000. Needless to say, the total government investment in this important foreign exchange earning sector is dismally insignificant.

Therefore, the first suggestion in organising labour migration is to ensure greater resource allocation for the Ministry of Expatriates' Welfare and Overseas Employment. Institutional capacity of BMET has to be strengthened. As the premier agency of the State assigned with the task of organising and regulating labour migration, the government needs to commit adequate resources to this institution. Proper resource base is a necessary prerequisite for ensuring effective management of this sector.

An Empirical Analysis (in Bengali) by Mohammad Abdul Mannan, RMMRU, 2001. Translation Series 2, *Rights and Dignity of Migrant Workers: A Campaigners' Handbook*, by Nurullah Azad et al, RMMRU, 2000.

³ Dr. Tasneem Siddiqui, Dr. Shahdeen Malik and Dr. C R Abrar, *Labour Migration from Bangladesh and the Trade Unions*, International Labour Organization, 1999; Dr. Rita Afsar et al, *Cost-Benefit Analysis of Labour Migration*, IOM, 2000; Dr. KAS Murshid, *Inflow of Remittance and their Effective Use*, IOM 2000; Dr. Shahdeen Malik and Dr. C R Abrar, *Recruitment and Placement: Planning and Process*, IOM 2000; Dr. Tasneem Siddiqui and Dr. C R Abrar, *Contribution of Returnees: An Analytical Survey of Post-return Experience*, IOM 2000; Dr. Tasneem Siddiqui and Dr. C R Abrar, *Migrant Workers' Remittances and Micro-finance Institutions*, ILO 2001.

Currently BMET is involved in all kinds of functions – control and regulation of recruiting agents, collection and analysis of labour market information, registration of job seekers for local and foreign employment, development and implementation of training programmes in light of specific labour needs both in national and international labour market, materialisation of apprentice and in-plant programmes in the existing industries, organising pre-departure briefing sessions, and resolving legal disputes. Without proper resource and institutional capacity, performing all these tasks has reflected in the quality of work. In recent time there has been a general acceptance of the idea that the same agency should not perform implementation and regulatory functions.

Therefore, BMET should concentrate on regulation and monitoring of labour migration sector, rather than implementing specific programmes.

Current government has established a separate ministry for labour migration. BMET as the executing agency needs to solely concentrate on international labour migration. The major functions of BMET therefore, will be to: set minimum labour standard for Bangladeshi migrant workers. While processing documents missions abroad, and while issuing clearance BMET, should ensure that such standards are maintained. The present practice of overriding missions and BMET's decisions on "special consideration" had at times led to breaching of Labour Ministry's own standards and consequent hardships to migrant workers. The scope for use of discretion by higher authorities has to be limited, if not eliminated. If the decisions of the missions or BMET need to be overruled then necessary justifications are to be provided.

One of the prime functions of BMET is to regulate and monitor the recruiting agents. Therefore,

- i. to issue and renew licence of recruiting agents, BMET has to develop stricter standards in this respect. Annual renewal of licences of recruiting agencies should be made contingent upon their performance. BMET should renew licences of those recruiting agencies that are able to process at least 50 cases in the preceding year. However, visas procured individually should not be included in the count. Given the cost structure for migration, BMET may also consider enhancing the amount of security deposits for issuing licence
- ii. grant permission to agencies to recruit,
- iii. provide emigration clearance after verifying visa papers and employment contracts.

Adopt policies and procedures toward the eradication of illegal recruitment activities such as:

- i. Providing legal assistance to victims of illegal recruitment and related cases which are administrative or criminal in nature;
- ii. Prosecution of illegal recruiters; and
- iii. Special operations such as surveillance of persons and entities suspected to be engaged in illegal recruitment.
- iv. Currently only concerned government functionary can lodge complaints for violation of provision of 1982 Ordinance. Migrant workers should have the right to seek redress directly.

BMET is the authorised agency of GoB for keeping records on labour migration. The agency's migration database should include the following:

- i. Master lists of Bangladeshi migrant workers classified according to occupation/job category, sex, civil status, by country/state of destination including visa classification;
- ii. Master lists of departing/arriving Bangladeshi migrant workers;
- iii. Inventory of pending legal cases involving Bangladeshi migrant workers, including those serving prison terms.

In addition, the agency in collaboration with the MoFA should develop a separate information pool on:

- i. Basic data on legal systems, immigration policies, marriage laws and civil and criminal codes in receiving countries, particularly those with the large number of Bangladeshis.
- ii. List of labour and other human rights instruments where receiving countries are signatories;
- iii. List of civil society institutions such as human rights organisations, migrant support groups, associations of expatriate Bangladeshis that may render assistance to Bangladeshi migrant workers.

There is a policy consensus among different Ministries that Bangladesh should concentrate more on exporting skilled manpower. In order to do that:

- i. BMET will identify areas of future foreign labour needs on the basis of reports sent by the Bangladeshi missions abroad;
- ii. It will disseminate the information to potential training providing organisations;
- iii. BMET will strengthen its 20 training institutes through upgrading and purchasing necessary equipment;

- iv. BMET will expand the training outreach through joint ventures with NGOs and private training institutions;
- iv. BMET will encourage NGOs and private sectors to take up training targeted to foreign employment.⁴

BMET as the lead agency of the government require effective leadership. Frequent changes in the post of Director General affect the overall performance of the institution. In this context, steps must be taken so that those appointed to the post should serve a minimum stipulated period.

1982 Emigration Ordinance needs to be updated and necessary rules to supplement the law have to be framed. Stiffer penalties are to be imposed on individuals and agencies that violate the law. In recent years a few initiatives have been undertaken by civil society organisations to update the Emigration Ordinance. The relevant recommendations of these initiatives and the measures suggested in this strategy document need to be taken into account while updating the Ordinance and framing the rules.

International agencies, such as the ILO provided technical assistance to Egypt and Kuwait in developing legal framework for labour migration. If needed, GoB may request ILO and IOM to provide such assistance.

Bangladesh Missions abroad

Until the 1970s maintaining good relations and avoiding war through diplomacy have been the key function of foreign missions. The last decades of the 20th century saw a major change in the conduct of diplomacy. Pursuit of State's economic interest became the most important role of the foreign missions in the globalised world. In recent years, the Government of Bangladesh has also espoused economic diplomacy as an important foreign policy objective. Under the new mandate, role of trade wings of the Bangladesh missions abroad has been redefined. Bangladesh missions abroad are aware of remittances from Bangladeshis working abroad and they have already seized with different dimensions of export of Bangladeshi manpower. However, there is scope for strengthening the role of missions abroad including the labour wings in countries where there are rich potential for export of Bangladeshi manpower.

Suggested measures

The functions that Bangladesh missions abroad currently performs regarding labour export are: (a) exploring potential labour market; (b) attestation of

⁴ BRAC's Project proposal for training provided in Chapter 3 gives an example of how NGOs can help the process of human resource development through imparting targeted vocational training.

documents pertaining to recruitment; (c) providing consular service to Bangladeshi workers; and (d) ensuring welfare of migrant workers. In the following section some suggestions have been made to increase the efficiency of the mission and for ensuring better services to the migrant workers.

Job exploration: Exploring of employment opportunities in the labour receiving countries requires commitment and skill. Currently, market exploration is pursued without following any specialised guidelines. Therefore, the process has become dependent upon individual's personal ability. We suggest that:

The Ministry of Foreign Affairs and Ministry of Labour and Employment may undertake programmes for developing appropriate tools and guideline for market exploration.

They need to develop training module and organise training for officials assigned with the responsibility.

The joint committee will collate such information received from different countries and pass it over to research and monitoring wing of the Ministry of Labour. Research and monitoring wing will prepare and submit six-monthly reports to the Advisory Committee in this respect.

Recruitment related functions: One of the functions of the foreign office is to promote and develop employment opportunity of Bangladeshis in the respective host countries. It may also provide assistance to licenses in the negotiation of terms and conditions of employment with agencies abroad. More specifically, scrutinising and attesting demands from employers is one of the principal functions of the labour wing. A general observation of the recruiting agencies is that the missions take more than the time required in processing the papers. This delays the overall recruitment process.

In this context, a standardised checklist needs to be prepared that will be applicable to all. Through consultation among labour and foreign ministries and the recruiting agencies a time frame may be fixed for the missions to act upon. The time limit may be extended if particular cases demand so. In such cases missions should formally communicate the grounds for the delay to the applicants.

Consular service: Consular officials act as an important bridge between the migrant workers and the foreign mission. However, there is a general perception among the migrant population that they are not treated with respect and dignity when they need to avail consular services. This makes them avoid contacts with the mission and they only visit when it becomes absolutely imperative. The

mission personnel also work under major constraints when they deal with the migrant workers. They feel that mistakes in the passport and other documentation of migrant workers are disproportionately high. Often, these are related to the identity of the passport holders, height, father's name, mark of identity etc. However, one needs to take into account that these problems are created due to the existing recruitment processing system, of which migrant workers are also victims. In order to redress these problems the following suggestions are offered

Given the importance of labour migration for the national economy special attention needs be given to incorporate the issue in the curriculum of the Foreign Service Academy for training of new recruits in Foreign Service.

There is a need for developing specific training modules for officials entrusted with the responsibility to promote export of manpower and look after other matters relating to welfare of Bangladeshi workers. The suggested training is relevant not only for officials of Ministry of Foreign Affairs but also officials of other ministries including Ministry of Labour and Employment likely to serve in Bangladesh missions abroad. Non-career heads of missions may also undergo proper orientation programme at the Ministry of Foreign Affairs and the Ministry of Labour and Employment before taking their new assignment.

Short-term orientation courses may be organised at the Foreign Service Academy to train officials posted in the labour receiving countries. The missions should initiate a mechanism to file complaints in cases of fraudulence and malpractice on the part of the recruiting agencies and government functionaries so that appropriate procedures can be instituted against them.

There should be adequate staff in the consular wing in labour receiving countries. Therefore, steps need to be taken to strengthen the consular wings of Bangladesh missions abroad both in terms of trained manpower as well as availability of vitally needed office equipment like computer and other modern accessories to preserve and update data and information, and link it with BMET database.

Consular wings should be provided with resources to arrange for waiting spaces for Bangladeshi workers abroad, funds for repatriation of stranded Bangladeshis and transportation of dead bodies and meet other urgent expenses.

Protection of rights and welfare

Foreign missions generally have to address the difficulties that are faced by the migrant workers in the destination countries. In many cases these difficulties arise due to lack of appropriate information, in other cases, they emanate from fraudulent practices of recruiting agencies or exploitation of

the employers. Some of these can be mitigated through mediation and others need legal intervention. Given the fact the problems take place in the sovereign jurisdiction of another State, addressing these problems is immensely difficult for the Bangladeshi missions. Appreciating such difficulties the study team believes that pre-emptive measures can yield good results in protecting rights of migrant workers. It is suggested that:

Lack of information has to be met by creating appropriate dissemination channels in the host countries. Bangladeshi missions may organise periodic meetings where mission personnel and expatriate Bangladeshis can inform the migrant workers about host country and work and cultural practices. The procedure of organising such meetings has been detailed in the Awareness Campaign section (4.15, 4.16).

The matters that involve litigation have to be pursued effectively. If necessary, legal advisors are to be appointed to contest cases in the labour or *sharia* courts. The missions should also encourage workers to avail interpreter's services in countries that offer those services.

The government may consider setting up Migrant 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:

- i. Counselling and legal services
- ii. Welfare assistance including the procurement of medical and hospitalisation services
- iii. 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.
- iv. Institute a scheme of registration of undocumented workers
- v. Human resource development such as training and skills upgrading;
- vi. Gender sensitive programmes and activities to assist special needs of women migrant workers
- vii. Orientation programme for returning workers;
- viii. Monitoring on work conditions affecting migrant workers.

It should be reiterated that these programmes should be undertaken with utmost sensitivity so that it is not misinterpreted by the host countries.

Three major concerns in recruitment

In the labour migration context of Bangladesh, undocumented / irregular migration, fraudulent practices in the process of recruitment of potential migrants and visa procurement through purchase in the host country are three major problem areas. In this section, a detailed discussion is made on these three issues.

Undocumented migration

Problems

Recruitment and placement are important stages in the overall labour migration process. In the 1970s the government performed functions of recruitment. Since 1981, as part of private sector development, the private recruiting agents took over the task. The private agencies played a major role in massive expansion of labour migration. Although there was a steady increase in the flow of migration since 1976, one witnesses a decline in the last few years. One probable explanation could lie in the increase in undocumented migration. Substantial increase in the cost of migration and the entry of a few other sending countries in the market in recent years might have contributed to the stemming of the regular flow of migration from Bangladesh. Besides, rise of unemployment in some of the Arab countries resulting in their policy decision for Arabisation may also have contributed to the declining trend. The current situation of increased migration cost and decreased wage are likely to have major ramifications for the labour export sector as a whole.

Surveys conducted in the recent past have shown that larger numbers of Bangladeshis are leaving for overseas employment without taking BMET clearance. The irregular status puts them in low wage condition and if apprehended they are often imprisoned. In many cases they are deported back home. In almost all cases they depart Bangladesh through the airports and irregular migration becomes possible through co-operation of a section of immigration officials. In that case immigration officials are to be made accountable. The following steps may be considered:

Suggested measures

BMET has developed a computerised database of those who have been issued clearance. The database has to be made available to the immigration authority through establishment of computer network. The network is to be expanded so that Bangladeshi missions overseas can access it.

In order to make the immigration officials accountable, specific steps have to be taken. The stamp on passport by immigration authorities should include

the name of the official concerned, so that once an undocumented worker is identified⁵, the official can be traced through tracking back his name and date of departure.

Steps are to be ensured so that those found guilty of promoting irregular migration face stern disciplinary measures. Instead of relying on traditional service rules, specific rules are to be framed for making those responsible face punitive action. Such increased penalty measure should come under the existing legal regime on immigration (1982 Ordinance).

Close and active co-ordination on policies and action among Home, Expatriates' Welfare and Overseas Employment and Foreign Ministry has to be institutionalised to implement the above mentioned steps. As BMET is the lead agency concerning labour migration, its Research and Evaluation wing will be in charge of day to day co-ordination. The Advisory Committee can act as an inter-ministerial watchdog who will have the legal authority to monitor the progress made in implementing the recommended actions made above. This will include authority for asking periodic reports and power to make (binding/non-binding) recommendations.

Fraudulent practices in recruitment of potential migrants

Problems

An important source of exploitation in the recruitment process in Bangladesh is the existence of the *dalal* system. Recruitment of labour in the home country is a complex process. Currently, more than 600 recruiting agencies are engaged in the trade. Most of them are based in the capital city, the rest in Chittagong and in a few other towns. However, the bulk of their clientele are based in the rural areas, and hardly any agency has branches in towns other than where their head-offices are located. Under such conditions, they depend on a host of informal agents and sub-agents who bring them business and work as intermediaries between them and the potential migrants. These agents are not registered with any authority and may work for one or more recruiting agencies. Two most important functions of recruitment, mobilising potential clients and transaction of money take place through the *dalals*. They do not provide any receipt for money transacted. In most cases, the clients have no idea which recruiting agency is engaged in processing their cases. A section of *dalals* is engaged in committing fraud against the potential migrants. Potential migrants hardly have any means available to redress their grievances against the informal agents. The licensed recruiting agencies also face problems in taking actions against persons

⁵ Cases of forged passport, photo-changed passport and detainees are usually detected by Bangladeshi missions abroad. The mission will forward these cases to the Home Ministry with copies to Labour Ministry.

who have used their company name without their authorisation. To reduce exploitation committed by the *dalals* two options are offered below:

Suggested measures

Option A

The first is the BMET offered suggestion that calls for abolition of agent and sub-agent system and recommends employment from government enlisted persons. Some of the necessary pre-requisites under the proposed arrangement are:

- (a) making it compulsory for the aspirant migrants to register in nearby manpower employment office;
- (b) recruiting agencies will recruit only from among those registered;
- (c) linking district manpower offices with BMET head office, BAIRA and individual recruiting agencies through computer network and making it possible for the Bangladesh missions abroad to access such information;
- (d) recruiting agencies are to register names of those migrants with BMET when they process individually secured visa cases;
- (e) all transactions have to be made through banks.

Any of the above changes in the recruitment system must be accompanied by a vigorous campaign that highlights the plights and problems of the current system, and advantages of the revised arrangement. The issue of awareness campaign is dealt with in a separate section. Moreover, the outreach capacity of BMET with decentralised authority and service providing capacity should be extended. A thorough need assessment evaluation of existing BMET offices has to be made before finalising the outreach operation.

Advantages of the above arrangements are: (a) potential migrants will be saved from the harassment and exploitation of the middlemen/informal agents and will have peace of mind; (b) the absence of intermediaries will minimise the cost of migration; (c) recruiting agencies will have a ready pool of information to recruit from; (d) such formal and secure arrangement will help them accessing credit to bear migration cost and as such they would not be required to sell or mortgage their property/assets.

Some possible disadvantages are: (a) potential migrants may suffer from pre-conceived notion that registration will not bring them jobs; (b) there may be malpractice in registration system, including that of breaking the serial order.

Option B

Ideally, if the recruiting agents could establish their branches at least at the district level then a lot of problems could be minimised. That would minimise their dependence on the intermediaries as potential migrants could approach them directly. However, such decentralisation of the private recruiting agencies may not be a feasible idea, at least in the foreseeable future. In this context, the second option centres around institutionalising the *dalal* system.

Under this arrangements the recruiting agencies will be obliged to register their intermediaries on their own and send the list of intermediaries to the manpower authority. The *dalals* will have their geographical area of operation specified. Each of them will have to be issued with a photo-identity and their names will be displayed at local level government offices, including Thana, TNO and Union Council offices.

All transactions will be made through banks and *dalals*/agencies will be required to issue receipts for any transactions made.

It will be a penal offence for individuals to work as intermediary without being registered with a recruiting agency and likewise for recruiting agency to avail services of an individual who is not registered with it.

Above changes in the recruitment system must be accompanied by a vigorous campaign that highlights the plights and problems of the current system, and advantages of the revised arrangement. The issue of awareness campaign is dealt with in section IV.

The advantages of this arrangement include: (a) it is in conformity with existing socio-economic reality in which individuals are more inclined to personalised services rather than avail services of government agencies, (b) it will reduce the cost of migration, (c) it will make the recruiting agencies liable for actions of their registered agents and thus will make a big difference in establishing transparency and accountability of the sector and (d) the victims of malpractice and fraudulence will have better opportunity to seek legal redress.

BAIRA suggested that use of data bank at the initial stage may be made optional in respect to recruitment of unskilled and semi-skilled workers. Recruitment of skilled and professional workers can be done by relying solely on data bank information. This means that recruitment through both *dalal* system and BMET data bank will coexist side by side for unskilled and semi-skilled labours. In that case providing identity cards to *dalals* and their registration and sending their list to TNO and Union Council

offices has to be ensured by those recruiting agents who will operate using both the methods. It has to be recognized that all reports, surveys and inquiries into the migration process indicate the significant role of *dalals* in the process, necessitating immediate regulation of their role.

Visa procurement through purchase

In the host country

Problems

It has been reported that a group of expatriate Bangladeshis along with a section of recruiting agencies, has developed sophisticated channels for visa procurement in the Middle East. The group maintains regular contacts with potential employers, and by now has established a near-monopoly in procurement of visas. Through a network of agents and sub-agents the group manages to obtain visas from the potential employers and then puts them into 'auction' before the Bangladeshi recruiting agents. The cost of migration registered a steep increase due to this malpractice. If costs of migration are to be reduced then steps are to be taken to stop procurement of demand and visa, in exchange of money from intermediaries and the employers.

Suggested measures

High ranking delegations should visit countries such as Saudi Arabia, Malaysia, UAE, Kuwait etc. and draw attention of the authorities there to the negative consequences of work visa manipulation on both parties, and urge the latter to take necessary steps to curb the activities of the intermediaries.

In order to curb visa purchase process the GoB will have to play a proactive role in visa procurement. With this aim it will take initiative for signing MOUs and other bilateral agreements with labour receiving countries. Bangladesh missions in receiving countries, particularly in the Middle East, should act as the prime facilitator of procurement. In doing so, missions will gather information on labour needs for the foreseeable future from the concerned government agencies and the private sector, and negotiate with them.

Labour attaches play a major role in assisting the mission heads and private recruiting agents in visa procurement. Therefore, certain standards have to be set for appointment of labour attaches. This should include a degree of command over the language of the host country for basic communication, familiarity with labour laws of the host country and international standards on migrant labour. Those appointed as labour attaches should undergo orientation training at the Foreign Service Academy.

The concerned officials of the Ministries of Labour and Foreign Affairs will conduct an annual review of the performance of labour attaches in various

countries, identify the problems encountered, suggest remedial measures and set target for the following year.

To curb the activities of visa manipulating syndicates based in destination countries both the government and BAIRA have to demonstrate their commitment. The government will take necessary legal and administrative actions against identified Bangladeshi procurers and middlemen engaged in visa trade. Purchase of visa is illegal under the laws of both Bangladesh and also of countries of employment. The recruiting agencies should renounce this practice. BAIRA's challenge will be to deter their members from purchasing of auctioned visas from intermediaries.

BMET should refrain from issuing recruiting license to anyone who is staying abroad on a work-permit. Existing standard for securing license should include a clause that a person holding a work permit in destination country can not apply for license. If he wants to apply for a license, then he will have to surrender the work permit. If a person is found holding a license violating the rule, his license will be cancelled immediately and the security deposit will be seized by the authority.

Ministry of labour will institute an inquiry with regard to causes of discontinuation of MOU with the Malaysian government and establish accountability of the concerned government agencies. GoB will also take necessary measures to re-access the Kuwaiti labour market by addressing the concerns of the Kuwaiti government.

GoB will develop a pragmatic plan of action to enter into the burgeoning Korean and Taiwanese labour market in a substantial way. Bangladesh missions abroad will explore labour market in other countries including European Union.

Enforcement of the above suggestions will entail development of an effective monitoring system. Research and evaluation wing of BMET has to be strengthened for undertaking such monitoring function. The Advisory Committee may have the legal authority to monitor the progress made in implementing the recommended actions. This will include authority for asking periodic reports to BMET Research and Evaluation Division. It will have the power to make (binding/non-binding) recommendations.

Conclusion and General Recommendations

This paper highlights different institutional and administrative measures needed to face the challenges of labour recruitment, visa procurement process, and protection of the rights of the migrant workers in receiving countries. Specific problems in each area have been presented in the paper and then measures in resolving those problems have been identified. In the

following some general recommendations are made which are in fact derived from the specific suggestions made in the paper.

Government, Migrant Workers, Civil Society organisations and private sector jointly need to shape a national policy on migration. Protection of human rights and dignity of the workers both in Bangladesh as well as in the receiving countries will be the fundamental principal of that policy. The Bangladesh government should sign the UN Convention on *Protection of the Rights of All Migrant Workers and Members of their Families*. As a sending country, it is in Bangladesh's interest to accede the Convention immediately and frame necessary enabling legislation in this respect. 1982 Emigration Ordinance needs to be replaced / updated by a more right based legislation reflecting the 1990 UN Convention and other relevant ILO conventions. BMET is currently in charge of international labour migration. But it also looks after local labour issues. BMET either should be divided into two agencies or a separate agency has to be created for looking after local employment and labour issues whereas BMET solely concentrating on international labour migration.

In respect to international labour migration as well BMET is presently involved in all kinds of functions. It should concentrate on regulation and monitoring of labour migration sector, rather than implementing specific programmes. Long term goal of Labour migration policy should be to create and maintain a condition, which is congenial to orderly migration.

Labour migration policy should strive to encourage migration of professional and skilled person and reduce migration of semi and unskilled persons not through imposing restriction or ban but through imparting skills. Policy of restriction on migration of women as domestic aide needs to be re-evaluated in the light of the reality that it has given way to undocumented migration of women. Women's constitutional "right to work" has been taken away by administrative orders which has to be returned by framing of pragmatic policy.

In protection of rights of migrant workers and also in ensuring efficient management of the sector, preventive measures should be given equal priority to legal remedies. Therefore, information dissemination on orderly migration should be a key area of intervention. Along with different Government ministries and private sector agents, Non Governmental organisations should also be encouraged to take up programmes (vocational training, information campaign, utilisation of remittances etc.) for the migrant workers.

Necessary space has to be provided for development of associations of migrant workers. These associations should be recognised by the government. Above are the major policy standpoints upon which the study is based.

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Annex 1

Year-wise Official Global Flow of Bangladeshis by Skill Composition
(1976-2000)

Year	Professional	Skilled	Semi-Skilled	Un-Skilled	Total
1976	568	1,775	543	3,201	6,087
1977	1,766	6,447	490	7,022	15,725
1978	3,455	8,190	1,050	10,114	22,809
1979	3,494	7,005	1,685	12,311	24,495
1980	1,983	12,209	2,343	13,538	30,073
1981	3,892	22,432	2,449	27,014	55,787
1982	3,898	20,611	3,272	34,981	62,762
1983	1,822	18,939	5,098	33,361	59,220
1984	2,642	17,183	5,484	31,405	56,714
1985	2,568	28,225	7,823	39,078	77,694
1986	2,2210	26,294	9,265	30,889	68,658
1987	2,223	23,839	9,619	38,336	74,017
1988	2,670	25,286	10,890	29,356	68,121
1989	5,325	38,820	17,659	39,920	101,724
1990	6,004	35,613	20,792	41,405	103,814
1991	9,024	46,887	32,605	58,615	147,131
1992	11,375	50,689	30,977	95,083	188,124
1993	11,112	71,662	66,168	95,566	244,508
1994	8,390	61,040	46,519	70,377	186,326
1995	6,352	59,907	32,055	89,229	187,543
1996	3,188	64,301	34,689	109,536	211,714
1997	3,797	65,211	193,558	118,511	381,077
1998	9,574	74,718	51,590	131,785	267,667
1999	8,045	98,449	44,947	116,741	268,182
2000	202	20853	5515	17791	46271
Total	108,569	798,860	591,506	1,180,146	2,679,171

Source: Prepared from BMET and Bangladesh Bank Data 1999

Annex 2
Migration by Country of Employment (1976- 2001 January-February)

Country	K.S.A	Kuwait	UA.E	Qatar	Iraq	Libya	Bahrain	Oman	Malaysia	Korea	S.Pore	Others	Total	Remittance	
Year														Million US	(Crore Tk.)
1976	217	643	1989	1221	587	173	335	113				809	6087	23.71	35.85
1977	1379	1315	5819	2262	1238	718	870	1492				632	15725	82.79	125.16
1978	3212	2243	7512	1303	1454	2394	762	2877	23			1029	22809	106.9	165.59
1997	6476	2298	5069	1383	2363	1969	827	3777			110	223	24495	172.06	266.95
1980	8695	3687	4847	1455	1927	2976	1351	4745	3		385	2	30073	301.33	492.95
1981	13384	5464	6418	2268	13153	4162	1392	7352			1083	1111	55787	304.88	620.74
1982	16294	7244	6863	6252	12898	2071	2037	8248			331	524	62762	490.77	1176.84
1983	12928	10283	6615	7556	4932	2209	2473	11110	23		178	913	59220	627.51	1568.76
1984	20399	5627	5185	2726	4701	3386	2300	10448			718	1224	56714	500	1265.49
1985	37133	7384	8336	4751	5051	1514	2965	9218			792	550	77694	500	1419.61
1986	27235	10286	8790	4847	4728	3111	2597	6255	53		25	254	68658	576.2	1752.85
1987	39292	9559	9953	5889	3847	2271	2055	440				711	74017	747.6	2313.94
1988	27622	6524	13437	7390	4191	2759	3268	2219	2			709	68121	763.9	2423.59
1989	39949	12404	15184	8462	2573	1609	4830	15429	401		229	654	101724	757.85	2446
1990	57486	5957	8307	7672	2700	471	4563	13980	1385		776	517	103814	781.54	2691.63
1991	75656	28574	8583	3772		1124	3480	23087	1628		642	585	147131	769.3	2818.65
1992	93132	34377	12975	3251		1617	5804	25825	10537		313	293	188124	901.97	3513.26
1993	106387	26407	15810	2441		1800	5396	15866	67938		1739	724	244508	1009.09	3986.97
1994	91385	14912	15051	624		1864	4233	6470	47826	1558	391	2012	186326	1153.54	4629.63
1995	84009	17492	14686	71		1106	3004	20949	35174	3315	3762	3975	187543	1201.52	4838.31
1996	72734	21042	23812	112		1966	3759	8691	66631	2759	5304	4904	211714	1355.34	5685.3

Others include countries such as Brunei, Laos, Mauritius, Spain, Lebanon, UK, USA, Source:

Prepared from BMET and Bangladesh Bank data 2000

Annex 3
Year-wise Recruitment by Type of Agencies

Year	BMET	BOESL	Recruiting Agent	Individual	Total
1976	5279	0	284	524	6087
1977	5729	0	1171	8825	15725
1978	6160	0	1994	14655	22809
1979	6957	0	2966	14572	24495
1980	5715	0	7773	16585	30073
1981	6074	0	22218	27495	55787
1982	4483	0	24939	33340	62762
1983	730	0	26320	32170	59220
1984	0	157	32460	24097	56714
1985	0	1221	39397	37076	77694
1986	0	1895	27859	38904	68658
1987	0	340	33818	39859	74017
1988	0	476	34117	33528	68121
1989	0	707	36508	64509	101724
1990	0	435	40258	63121	103814
1991	0	140	64889	82102	147131
1992	47	541	59746	127790	188124
1993	503	559	129479	113967	244508
1994	236	178	95361	90551	186326
1995	73	627	74921	111922	187543
1996	0	398	118670	90846	211714
1997	15	335	235793	144934	381077
1998	0	419	85300	181948	267667
1999	0	309	110669	157204	268182
2000(Jan-March)	0	16	18739	27516	46271
Total	42001	8753	1325649	1578040	29562431

Note: 150,000 Bangladeshi workers legalised in Malaysia during 1997

**MIGRATION TRAFFICKING INTERFACE: IMPLICATIONS
FOR POLICIES AND PROGRAMS**

Rina Sen Gupta

"The problem of Trafficking and the web of human right violations it embraces present some of the most difficult and pressing issues on the international human rights agenda. Complexities include different political contexts and geographical dimensions of the problem; ideological and conceptual differences of approach ... link between trafficking and migration presents another complexity presenting both political and substantive obstacles to resolutions of the trafficking problem."

-UN Secretary General's Report (2002) 'Trafficking in Women and Girls'

Introduction

Migration and trafficking are two different but inter-related phenomena. Migration is a broad general concept and trafficking is only a sub-set or category of the broader concept. Migration is the movement of people from one place to another (in case of international migration one country to another) in order to take up an employment or establish residence, or to seek refuge from persecution.¹ It applies to various types of movements guided by diverse causes. International migration (i.e. migration across borders) in particular is a complex and multidimensional phenomenon. The dynamics of international migration is often explained or measured in relations to (either alone or in combination) citizenship, residence, time or duration of stay, purpose of stay or place of birth etc. On the other hand, a "Migrant worker" is a person who is to be engaged, is engaged or has been engaged, in a remunerated activity, in a State of which, he or she is not a national.² This definition also includes undocumented workers who would also, under this Convention, be entitled to certain rights.³

Trafficking is the movement (either internally or internationally) of a person under a situation of deceit, force, threat, debt bondage etc. involving exploitation and violation of human rights of the person.

Conceptual ambiguities and limitations

¹ IOM, Overview of International Migration, Migration Management Training Programme, April '97, Geneva.

² Article 2 (3a) of International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

³ For details see Ahmed, Syed Refaat, Forlon Migrants: An International Legal Regime for undocumented Migrant Workers, 1999, UPL Dhaka.

Within the field of migration and trafficking, there is no consensus on how to refer to those who migrate in ways that contravene national laws and involve the facilitation by others for profit. Various terms are used, some of the most common are: "alien smuggling"; "trafficking of aliens"; "illegal immigrant smuggling"; "human trafficking"; "trade of human beings". Many researchers and advocates prefer the more neutral terms of "irregular migrants" or "undocumented workers". At the same time, these terms disguise the kinds of exploitation that much organized trafficking involves. Particularly the "harm"⁴ situation that the trafficked victims end up in eventually.⁵ These complexities make both researches difficult.

It is difficult to ascertain differences between migration and trafficking, as the demarcation between the two phenomena is often apparent and a question of perception. Attempts to draw a clear line between the two concepts are described as working in "terminological minefields".⁶ Sometimes attempts, though wrong, are made to distinguish smuggling as a migration issue and trafficking as a human rights issue.⁷ Again, any generalization in identifying the difference between the two concepts can be misleading because both the concepts are overlapping, contextual and time bound. In simple terms, the difference could be as follows:

- Trafficked person is deceived or forced (actual or threat) to move. Whereas, migrant (even domestic worker) is not usually deceived or forced to leave his/her place of residence. But, sometimes it could be difficult to draw a line between the two concepts as there are grey areas in between the process which blur the clear distinction between smuggling and trafficking as the latter is supposed to take place under coercion and the victims are supposed to have no freedom of choice.
- Migration is an integral component of economic development whereas trafficking is a development-retarding phenomenon.
- Trafficking is viewed as an anti-social and morally degrading heinous event. But, migration is widely considered as a process that enhances social progress in both the origin and destination countries.
- Trafficking in person has a clear moral dimension, which is absent in the case of trafficking in goods (informal trade/smuggling in goods is

⁴ "Harm" is the undesirable outcome that places a person in a situation whereby, the person finds him/herself in an exploitative and dehumanizing conditions. Often beaten up, sexually and psychologically abused, made to work long hours without any remuneration. Freedom of mobility and choice are non-existent. The "harm" results from a situation of forced labour, servitude and slavery-like practices in which a person is trapped/held in place through force, manipulation or coercion for a given period of time.

⁵ Kelly, Liz., "Conducting Research on Trafficking: Guidelines and suggestions for future Research" a report prepared for IOM, 2001.

⁶ Skeldon, Ronald, "Trafficking: A perspective from Asia" in Reginald Appleyard and John Salt edited, Perspectives on Trafficking of Migrants, 2000, IOM, Geneva.

⁷ IOM, Migrant Trafficking and Human Smuggling op.cit.

considered as a kind of economic transaction). Exploitation, trade profit and illegality are all central to the idea of trafficking in persons.⁸ That is certainly not the case in the migration process.

In order to better understand migration-trafficking interface, we need to address the dichotomy between the concepts of trafficking and smuggling.⁹ The Palermo Protocol clearly draws a distinction between trafficking and smuggling. According to the Protocol on Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, "trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, either by the threat or use of abduction, force, fraud, deception or coercion, or by the giving or receiving of unlawful payments or benefits to achieve the consent of a person having control over another person, with the aim of submitting them to any form of exploitation [...]". On the other hand, according to the Protocol against the Smuggling of Migrants by Land, Air and Sea, "Smuggling of migrants shall mean the procurement of the illegal entry into or illegal residence of a person in (a) (any) State Party of which the person is not a national or a permanent resident in order to obtain, directly or indirectly, a financial or other material benefit".

IOM operational definitions are close to the above mentioned UN Protocol. According to IOM, trafficking occurs when a migrant is illicitly engaged (recruited, kidnapped, sold, etc.) and/or moved, either within national or across international borders. The intermediaries (traffickers) during any part of this process obtain economic or other profit by means of deception, coercion and/or other forms of exploitation, under conditions that violate the fundamental human rights of migrants.¹⁰ On the other hand, smuggling occurs when there is only facilitation of illegal border crossing.¹¹ Smuggling is directly concerned with the manner of movement.

The main difference between the two concepts appears to be in relation to coercion, exploitation and violation of human rights. Smuggling is clearly the manner in which a person enters a country, and with the involvement of third parties that assist him/her to achieve entry. Therefore, a potential migrant requests and pays a third party for assistance to cross into another State where, s/he has no right of residence and the third party (smugglers) involvement goes no further than the facilitation of the illegal border crossing. Whereas, trafficking is a more complex concept, in that it requires consideration not only of the manner in which a migrant enters a country

⁸ Ibid.

⁹ Salt, John, "Trafficking and Human Smuggling: A European Perspective" in Reginald Appleyard and John Salt ed., *Perspective on Trafficking of Migrants*, 2000, IOM, Geneva.

¹⁰ IOM, "The Concepts of Trafficking in Human Beings and Smuggling of Migrants" a discussion Paper, October 2000, Geneva

¹¹ Ibid.

but also his/her working conditions (outcome). Trafficking involves coercion and exploitation and the main purpose of trafficking is to place persons in a “harm” situation where their labour can be exploited under conditions that involve human rights abuses. Trafficking has a bigger impact, particularly on women and children and entails trafficking for commercial sex purposes. Also for work in sweatshops, forced labour, begging, domestic or agricultural labour and forced or fictitious marriages. Trafficking is not a single event but a process starting from the recruitment of victims, continuing on with the travel, and ending with the exploitation of the person (outcome). The differences between smuggling and trafficking could be as follows:

- Normally, smuggled migrants are aware of the conditions of the travel and voluntarily engage themselves in the process of illegal migration. Victims of trafficking are seldom aware of the entire process. Even if they submit themselves freely to the trafficker, they can not consent to the human rights violations they will be subjected to.
- While smuggling of persons indisputably involves international cross-border movements, trafficking could also occur within national borders, although the vast majority happens across international borders.

There is, however, a similarity as both trafficking and smuggling threaten State Security¹² because of the presence of organized crime, irregular migration and violation of national legislation in both the processes. But, threat from trafficking in persons on state security is much higher as it concerns human security and basic human rights of the citizens. States need to provide protection to both the victims of smuggling and trafficking in terms of return, reintegration, medical, psychological, counselling and legal support.

Although the main purpose of migrant smuggling might be to facilitate the illegal entry of the migrant into another country, there are many cases in which smuggled migrants are exposed to violation and exploitation either during transportation to the destination country or on arrival.¹³

It is obvious from the above discussion that ascertaining a clear distinction between migration, smuggling and trafficking is extremely complex. They are inter-twined and an integral component of the population movement process—both conceptually and operationally. It could be rather realistic to conceive all the three concepts as part of a dynamic “population movement scenario”.

¹² Security has been used in its broadest possible term including both military and non-military dimensions.

¹³ Laczko, Frank, “New directions for migration policy in Singapore” in the *Royal Society Journal*, 2001.

The context of trafficking

Trafficking is at once a moral problem, a criminal, a human rights problem a global problem an economic problem, a health problem and a labour problem. For the past ten years, the phrase "human trafficking " has been used to address a wide variety of crimes and human rights abuses associated with the recruitment, movement and sale of people into a range of "exploitative" or "slave like circumstances".

Mainly poor, children and women of broken families, displaced people due to natural and human made disaster, floating children, women (that is socially and economically vulnerable groups) are being trafficked. The main motivating factor is promise of job or better and secured life options.

The consequence of trafficking is mostly they end up in abusive domestic service situation, entertainment industry, camel jockey, begging and in commercial sex work. These seriously effect on physical and mental health and also demand a high social cost.

Over the last decade, in particular, the South Asian region has drawn much attention on account of its "growing trafficking problem". Within the region, Nepal and Bangladesh are designated as sending countries or countries of origin while India and Pakistan occupy the status of countries of transit and/or destination.

Often we complain that there is no accurate statistics about how many people are being trafficked. Information on trafficking is limited and scattered. The data in the available reports are often recycled. Whatever statistics we find on the number of persons trafficked should be regarded as estimates, which may be far below the actual number. Though the numbers and figures vary, duplication is inevitable; on the other hand, it proves the scarcity of accurate information/data. However, the issue now is to see the problem from the 'Rights Based' perspective and even if only one person is trafficked it has to be addressed.

Activities to combat trafficking have been underway for many years in Bangladesh. Initially the issue of trafficking of women and children has drawn considerable attention of the local and national non-government organizations in Bangladesh. In 1995 Government of Bangladesh (GoB) included human trafficking issue in its Fifth five-year Plan and pledged for taking necessary actions. In Bangladesh both GoB and Non government Organizations (NGOs) have been working following the approaches of prevention, interception/rescue and integration. It is clear that an appropriate Migration Management Policy is needed to combat trafficking.

Several pertinent issues have been identified as constraints in the development of effective strategies for taking action against trafficking of children and women in the South Asian region. These are:

- a. Invisibility of the problem owing to its illegal nature
- b. Lack of legislation/instruments to address the problem regionally
- c. Lack of proper and timely prosecution
- d. Vulnerability of the victims under the legislation of the home and foreign countries that penalise the victims themselves, and
- e. Powerlessness of the victims (especially because of their gender and age), and societal apathy regarding the trafficking of children and women.

Although there are laws against the crime, but these are not strictly enforced and evidence is often lacking.

Issues of concern for policies and programmes

Over-emphasizing trafficking as a migratory process and “mixing” it with legal migration would not be productive in combating trafficking and making migration safe. Some of the destination countries sometimes use trafficking and smuggling as excuses to develop more restrictive approaches to migration. They also argue that “trafficking in migrants” is a criminal act and needs strict crime prevention strategies to tackle it. They deliberately “mix” up the issue of migrants human rights with that of human rights of trafficked or smuggled persons.

In South Asia, human trafficking involves mostly women and children. The low status and high vulnerability of women and girls is an important enabler of traffickers, efforts to coerce and exploit their victims. Women and girls who are lucky enough to return to communities also face greater difficulties, in part due to the greater social stigma they face. Therefore, different actions need to be taken to address the vulnerabilities of these two different groups. The second thread concerns links with migration. One commentator said succinctly that “Traffickers fish in the stream of Migration”. People move for many reasons—some for basic survival, some for greater security, others for greater opportunity. When the decision to move is forced through the need to survive, people take greater risks and are inherently more vulnerable to persuasion or coercion. Improving the array of opportunities for the most vulnerable reduces the value of traffickers’ best asset – desperation and lack of alternatives. Migration and trafficking dynamics represent the interplay between the motivating factors and needs; and the decision influencers and decision-makers who act on this. During migration many trafficking opportunities begin to take shape.

Efforts to limit trafficking should not limit freedom of movement for anyone. Migration must remain a basic option, not least because it provides an important source of income for many families and communities through remittances. But efforts to improve the safety of Migration and promote better migration management can only be helpful.

These two threads focus on the supply side of the process. The third thread of course is demand. The persistent use of child labour creates avenues for trafficked children to be sold or bonded as domestic workers, in factories or in the commercial sex sector. Similarly, limited observance of Core Labour Standard allows female labour to be exploited and hidden in many sectors. It is important to strengthen mechanisms to provide adequate protection to vulnerable workers within the work place.

All of our mandate should be to work for finding out appropriate Social Protection Strategy, Policy on Gender and Development and Policy for Good Governance. These will provide opportunities to improve the effectiveness of anti trafficking initiatives and focus on greater attention on workplace standards; and will help for safe and orderly migration which benefits both originating and destination countries.

- ↵ In Bangladesh trafficking issue is considered within the scope of MWCA, as most victims are women by sex or child by age but in reality they have very little scope to work for rescue, repatriation and rehabilitation. Whereas other ministries, such as Home, Labour, Foreign Affairs have major roles to play which have not yet been recognized. This in an area where mainstreaming within key players, and agencies' activities needs to be considered. Trafficking is mainly considered under the child wing of MWCA in Bangladesh limiting the scope and vision and it is not yet looked into from gender perspectives.
- ↵ For rescue and repatriation Ministry of Foreign Affairs has a key role to play though it is the responsibility of the people dealing with Immigration under Ministry of Home. Normally Immigration people from Ministry of Home Affairs are posted in a few embassies where there is large-scale labour migration such as Middle Eastern countries, Malaysia etc. Therefore, Staff of Foreign Affairs should be oriented on the issue and how to deal with it.
- ↵ Work with Ministry of Labour and Employment and Ministry of Expatriate Welfare and Overseas Employment are also important. Women labourers require permission from their male guardians to seek a job outside the country. Though this is to prevent unwanted trafficking and

harassment, it severely limits women's opportunity to work as migrant labourers and opens new area of harassment.

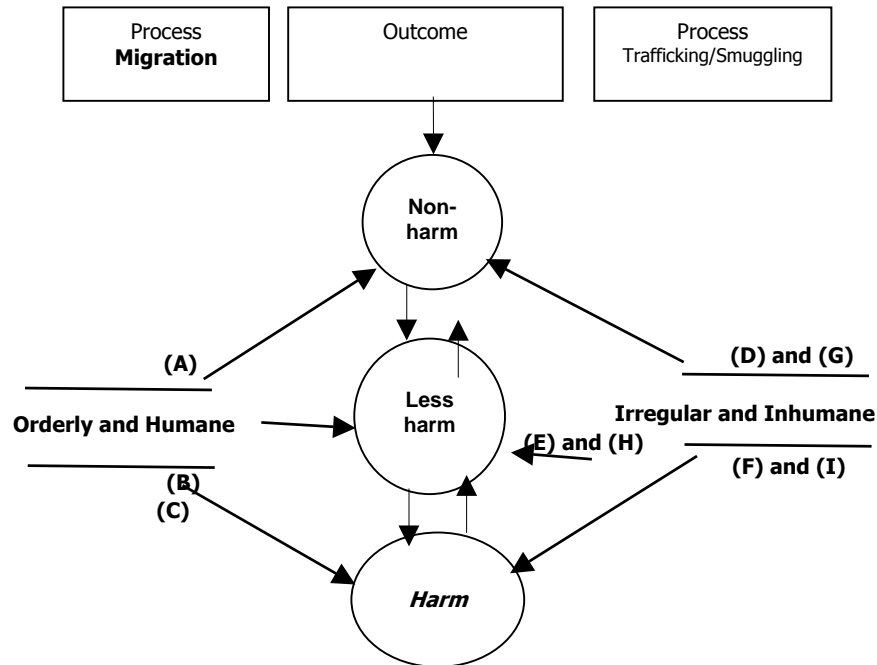
- ↵ This demands for a careful review of ban/restriction on women's movement for overseas job employment facilities
- ↵ Review of international instruments their effectiveness, consistency with national and SAARC documents is essential to make the SAARC document more comprehensive to deal with the problem. Bilateral MOU is necessary for quick and humane repatriation of trafficked survivors.
- ↵ At the rescue, repatriation and rehabilitation level, the Government and NGOs have little capacity. A couple of homes are existent but these lack capacity to provide psychosocial support to the victims. On the other hand the traditional concept of rehabilitation involving some skills on trades like tailoring and sewing do not provide adequate return and adequate income for livelihood.
- ↵ Rural-urban migration within the country in search of jobs ultimately leads to cross border trafficking. No study has been undertaken considering the link with trafficking.
- ↵ At the national level, the poverty-focused programmes should integrate the issue within all awareness raising programmes.
- ↵ A comprehensive National Plan of Action on Anti Trafficking Programming has to be prepared.

Annex 1
Government and NGOs Initiatives

Approaches	NGOs	GoB	Funding Agency
<u>Preventive*</u>			
<ul style="list-style-type: none"> • Workshop, seminar, consultation meeting with different level officials, grass roots/village level meeting, • IEC materials distribution, rally, formation of networks at different levels with different professionals, • Development of monitoring indicators, • Capacity building of staff members/group members, training of law enforcement agencies, • Research and studies, • Lobbying and advocacy, etc. 	ATSEC (Network of 14 NGOs), ACD, ASK, BSAF, BNWLA, BITA, CWCS, CCDB, DAM, Rights Jessore, Mukti, Resource-Bangladesh, TCSD, UDDIPAN, UBINIG, etc. (All are not doing every thing).	Ministry of Women and Children Affairs, Ministry of Home Affairs	Action Aid-Bangladesh/ DFD, Asia Foundation, British Council, CIDA, DANIDA, DFID, EU, ILO-IPEC, IOM, NORAD, Save the Children Denmark and UK, USAID, UNICEF
<u>Curative*</u>			
<ul style="list-style-type: none"> • Rescue • Repatriation • Rehabilitation and integration • Legal aid • Shelter Home support • Medical Care • Skills development • Safe Custody • Recreation • Education 	BNWLA, ACD, ASK, DAM	MWCA	SIDA, NORAD, USAID, Asia Foundation, Red Barnet UNESCO

*All activities are not done by all the agencies

Annex 2
Dynamics of Population Movement in a Process: Outcome Scenario



Note:

- (A) A person who has been migrated to another country with legal documents (orderly process) and is in a "non-harm" working situation (humane outcome).
- (B) A person who has been migrated to another country with legal documents (orderly process), but is in a "less-harm" situation (exploitative outcome).
- (C) A person who has been migrated to another country with legal documents (orderly process), but is in a "harm" situation (inhumane outcome).
- (D) A person who has been smuggled into another country (irregular/in orderly process) but is in a "non-harm" working situation (humane outcome).
- (E) A person who has been smuggled into another country (irregular process), and is in a "less-harm" situation (exploitative outcome).
- (F) A person who has been smuggled into another country (irregular process), and is in a "harm" situation (inhumane outcome).
- (G) A person who has been trafficked either within his or her own country or another country through a forced, deceptive and abusive process (irregular process) but is in a "non-harm" situation (humane outcome).
- (H) A person who has been trafficked either within his or her own country or another country through a forced, deceptive and abusive process (irregular process) and is in a "less-harm" situation (exploitative outcome).
- (I) A person who has been trafficked through a forced, deceptive and abusive process (irregular process) and is in a "harm" situation (inhumane outcome).

COMBATING TRAFFICKING: COMMITMENT, POLICIES AND PROGRAMS OF BANGLADESH GOVERNMENT

Ferdous Ara Begum

Human trafficking particularly trafficking of women and children is a leading international crime and worst form of human rights abuse. Globalisation and free trade economy are seen as crucial factors for the sharp rise of trafficking problem in the whole world in recent years.

In the recent past an increasing trend of human trafficking combined with illegal and improper migration in Bangladesh has already generated grave concern among government authorities and national bodies. According to recent evidences and information, Bangladeshi trafficked women and children are found in different countries of Asia including India, Pakistan and the Middle East and even in Europe. In fact trafficking of adolescent girls is one of the major forms of sexual exploitations both within the country and cross border since the demand of these girls is on the rise and it is believed that they are free from HIV-AIDS diseases.

According to different estimations of NGOs and news reports, about five to seven hundred thousand children and women were trafficked out from Bangladesh to bordering India over the past two decades. Recent newspaper sources claimed that at least 2500 children and women are being trafficked out across the border every month mainly for the purpose of prostitution, sexual abuse, forced and bonded labour, camel jockey, slavery, sale of organ and forced marriages. In case of girls and women the destination is often the sex market. In case of the Middle Eastern countries the trafficked boys are engaged as camel jockeys. It is learnt from a very recent report that, in response to Bangladesh government's recent request through International Organization for Migration (IOM), the UAE Government is in the process of taking some specific steps for prohibition of the use of young under aged boys as camel jockeys. This is, indeed, a very encouraging step towards combating trafficking problem. IOM has done a commendable job in this respect.

According to another recent report from the US State Department regarding global trafficking issue it is stated that approximately seven million people are bought, sold, transported and held in slavery for sex and exploited labour globally in a year. The scope of this heinous exploitation is wide and varied but typically involves victims being trapped into commercial and sexual exploitation at sweat shops, construction sites and agriculture. Other forms of forced labour and abuse include domestic help, forced marriage

and camel jockeys. The State Department even mentioned that Bangladesh is one of the source countries.

Human trafficking today is directed through a wave of fraud, abductions, false promises of good marriages as well as lure of better earning through better jobs etc. In such cases, poverty, illiteracy, unemployment and poor governance in the relevant areas are the root causes of this crime. The deeply sited racket of traffickers are involved in taking advantage of vulnerabilities of women and children and are engaged to cash in quickly from the sex trade both inside and outside the country. A recent report of IOM has reported that almost 12 billion dollars of lucrative business for the traffickers all over the world.

To understand trafficking problem better, we need to understand the meaning and scope of trafficking. As per UN Protocol 2002, "Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation. Exploitation shall include, at the minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices, similar to slavery, or the removal of organs."

As per SAARC convention 2002 "Trafficking means the moving, selling or buying of women and children for prostitution within and outside a country for monetary or other considerations with or without the consent of the person subjected to trafficking." Both of these definitions address the issue of both domestic and cross border trafficking.

The 1st World Congress against commercial sexual exploitation of children was held at Stockholm in Sweden in 1996. According to the declaration of the 1st Congress, Governments of the representative countries including Bangladesh, together with non-government organisations and UN bodies committed themselves to a global partnership against the commercial sexual exploitation of children. In the past five years since it has attended the First World Congress, Government of Bangladesh has taken a series of significant steps in both international and domestic arenas to address this issue.

Bangladesh Government's commitment in protecting and upholding the rights of children which underlines all efforts in this area – has been demonstrated by its early ratification of the UN Convention of the Rights of the Children, and in September 2000 of the Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography. In March 2001, the Government of Bangladesh made a further pledge to protect children from sexual exploitation and trafficking through its rectification of

ILO Convention 182 on the worst forms of child labour. In 2002, government has ratified SAARC Convention on preventing and combating trafficking in women and children for prostitution.

The Government of Bangladesh has a concrete action plan in the domain of policy, programmes & legislation in combating trafficking of women & children on the one hand and to promote safe labour migration on the other.

The Government of Bangladesh is committed to develop a safe labour migration management policy, which is aimed at providing safety and security to its migrant workers and members of their families both at the place of origin and the place of destination. Bangladesh is a country rich in human resources including skilled and unskilled labour.

Realising the needs of the expatriate Bangladeshis, the GoB has established a new Ministry to provide necessary support to address the needs of the Bangladeshis working abroad. This new Ministry is called the "Ministry of Expatriates' Welfare & Overseas Employment" to facilitate safe labour migration world-wide, it is necessary to consider the importance of relaxing immigration policies of developed countries, which will encourage legal labour migration and will discourage illegal migration through trafficking. Foreign remittance from expatriate workers of Bangladesh is considered to be an important source of foreign exchange earning as it is also an important source of financing our development programmes particularly those of poverty alleviation. It is worthwhile to mention that government of Bangladesh earned about \$ 2 billion dollars from migrant remittance in the year 2001. This positive approach of Bangladesh Government towards successful migration management policy surely will act as an important step to combat trafficking.

On the legislative front, Government of Bangladesh has enacted "Suppression of Violence against Women and Children Act" in the year 2000 where death penalty is the maximum punishment for the trafficking offence. Important new provisions include a new offence of sexual harassment and power to award any fine imposed following conviction under the act to the victim by way of compensation. This is the central piece of legislation intended to protect women and children from violence and oppression.

The National Plan of Action for Children 1997-2002 contains appropriate programmes for children in need of special protection, which includes child victims of sexual abuse, exploitation and violence. A separate chapter is included in the proposed sixth five year plan to address the issue of children and women. In the upcoming child rights week many activities including social awareness campaign against trafficking have been planned. Besides this, 30th September will be observed as girl child day to create positive attitude towards girl child in the society.

To improve juvenile justice and protection system against violence, abuse and trafficking, a new training module and guidebook are being developed for the police, magistrates and judges with the help of UNICEF. It is expected that child victim will get better judgement and protection of law for such initiative.

The Ministry of Women and Children Affairs also adopted a separate National Plan of Action against the sexual abuse and exploitation of children including trafficking for the period 2002-2006 with the help of UNICEF. The focus of this programme is to develop awareness among children, their families and communities regarding child rights and the risk of sexual abuse, sexual exploitation and trafficking. The plan of action is prepared on the basis of seven themes, which include; a) prevention b) protection c) recovery and rehabilitation d) perpetrators e) child participation f) HIV/AIDS, STI and substance abuse and g) co-ordination and monitoring.

The Government of Bangladesh has brought relevant changes in the legislation and enactment of new law for the speedy disposal of violence related cases in the year 2002. To protect evidences against the offenders, a new rule is being framed by the Ministry of Health and Family Welfare, so that a victim of violence can go to a government doctor first for medical examination and certification before registering the case at the police station.

The Government of Bangladesh is committed to fight against trafficking through implementation of article 18 of the Convention on the Elimination of all forms of Discrimination against Women (CEDAW). According to the commitment of the Beijing Platform for Action and UN special session 2000, Government of Bangladesh through the Ministry of Women and Children Affairs is implementing 'National Policy for Women' and 'National Plan of Action for Women's Development'. Meanwhile, Allocation of Business of the MWCA has been revised, gender analysis tools has been developed, and women friendly laws have been enacted. In order to ensure gender mainstreaming in all government policies and activities WID focal point mechanism has been set up in all implementing agencies including 14 line ministries. The following are some of the laws formulated or amended to ensure equality and to protect women's rights in order to strengthen the position of women which will enable them to protect from any sorts of exploitation including trafficking.

- (a) The Muslim Family Laws Ordinance of 1961
- (b) The Dowry Prohibition Act of 1980
- (c) The Family Court Ordinance of 1985
- (d) The Child Marriage Restraint Act of 1929
- (e) The Muslim Marriage and Divorce (Registration) Act of 1974

As a signatory to SAARC convention, Bangladesh Government is already committed to fight against trafficking. The Government believes there is an urgent need to address the forces that sustain the evil of trafficking. Furthermore, through the execution of the National Plan of Action we would educate women and children from the lure of such a risky venture and create opportunities for alternative employment and make them benefited from more safe and sustainable income generating livelihood at home.

To monitor violence related issues including trafficking, Government of Bangladesh has set up a central cell under the Ministry of Women and Children Affairs which performs the follow up activities of reported cases.

Beside this a special anti child trafficking cell has been established in the Ministry of Home Affairs. Two other Cells are there, one in BDR and the other in Police (CID). The function of these cells is to identify those who are involved in the trafficking business and at the same time arrest them and promptly rescue the trafficked victims.

To combat child trafficking, the Government of Bangladesh has taken a pilot project in January 2000 called 'Child development: Co-ordinated Project to Combat Child Trafficking' under Ministry of Women and Children Affairs with the help of NORAD. The main activity of this Project is to develop a mass awareness campaign against trafficking in 25 sub-districts of border areas in 14 Districts through street drama, poster sticking, miking¹ etc. 10 NGOs have been selected to implement these activities where ACD of Rajshahi is one of those. Rescued children at the process of rehabilitation will be provided advocacy, psychosocial counselling, income generating training, entertainment, education and legal support from the project. Through this project Government of Bangladesh has set up a unique example of GO- NGO collaboration. Other activities of this project such as rescue, repatriation, reintegration and rehabilitation will also be done by other sets of NGOs. BDR and CID of Police will also be included in the implementation process. The Project targets to rehabilitate and reintegrate 800 children through (a) parents (b) NGOs and (c) Foster homes.

The major activities of this project are (a) to activate multi sector institutional initiatives (b) to ensure quick disposal of trafficking cases (c) to rehabilitate and reintegrate rescued children.

The Ministry of Women and Children Affairs also implements another project called ILO-IPEC, Trafficking in Children-South Asia (TICSA) project. This project has started awareness building campaign in the bordering districts through street drama based on tales of trafficking misery. Centre for Ethnic Children, an NGO is implementing this campaign.

¹ Public address system.

Recently, the Ministry of Women and Children Affairs has established a safe custody home for women and children, who are victims of a crime including trafficked victims. This is a temporary shelter for them during trial period. Government is planning to build up similar shelter homes in other parts of the country.

The above mentioned policies and programmes taken by the Bangladesh government are major initiatives in relation to anti trafficking measure.

Trafficking as modern day slavery, can not be solved with government initiatives alone. Since it is a billion dollar business, to face this challenge NGOs, civil societies and common people should stand together with the government. Strict application of law is also needed to combat trafficking. Weakness and loopholes of legal procedure also helps offenders. Though the trafficking offence is on the rise, we do not hear much about the offenders getting death sentences. This is because most of the cases of trafficked women and children are not supported by proper witnesses and documentary evidences. Victims out of fear and other reasons do not normally come forward. As a result most of the cases of trafficked women and children are transferred under passport act, 1973, where punishment under 11 (c) of the passport act is Tk. 500.00 only which is very nominal. Taking advantage of this loophole of law, the traffickers do not get adequate punishment and do this crime again. So appropriate legislative changes also necessary for the effective implementation of law to punish those trafficking offenders.

But cross border trafficking cannot be solved by the effort of any single country alone. Therefore, there is a compelling need for a regional co-operation that will help Bangladesh and other regional actors to have strong programme against trafficking. In this region under SAARC umbrella regional co-operation could be arranged to find out a meaningful and effective solution of this problem. Therefore, in this process the right of trafficked persons could be protected at the stage of rescue, prosecution and repatriation and sufficient opportunity could be created for their empowerment and rehabilitation.

**Program for IBS-IOM Seminar
on
"ORDERLY AND HUMANE MIGRATION: AN EMERGING
DEVELOPMENT PARADIGM"
6 August 2002**

Programme

- 09:15 – 09:45 : Registration
- Inaugural Session***
- 09:45 - 10:00 : Rationale of the Seminar
Ms. Rina Sen Gupta, IOM Dhaka
- : Speech by IOM Regional Representative for South Asia
Mr. Md. Shahidul Haque
- : Speech by Chairperson
Dr. Priti Kumar Mitra
Professor & Director
IBS, Rajshahi University.
- : Speech the by Chief Guest
Professor Faisul Islam Faruqui
Vice Chancellor, Rajshahi University
- Working Session I Migration and Development Inter-linkages
10:00 – 10:40 : Migration-Globalization-Development Nexus:
A Policy Discourse
Mr. Md. Shahidul Haque
IOM Regional Representative for South Asia
- Tea Break**
- 11:15 – 11:45 : Migration Challenges for Bangladesh: Option and
Policy Responses
Dr. Tasneem Siddiqui
Associate Professor
Department of Political Science, Dhaka
University
- 11:45 – 12:15 : Discussion
- Working Session II Migration - Trafficking Interface***
- 12:15 – 12:45 : Trafficking-Migration Nexus: Implications for Policies
and Programmes
Ms. Rina Sen Gupta
National Programme Officer, IOM Dhaka
- 12:45 – 13:15 : Policy and Programme of the Government of
Bangladesh to Combat Trafficking in Women and
Children
Ms. Ferdous Ara Begum
Joint Secretary
Ministry of Women & Children Affairs, GoB
- 13:15 – 13-45 : Discussion

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