Mediterranean City-to-City Migration
Dialogue, Knowledge, and Action

Thematic Peer to Peer Meeting
Employment and Entrepreneurship

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INTRODUCTION

According to the United Nations Department of Economic and Social Affairs, more than half of the world's population resides in urban areas. By 2050, an estimate number of 6.4 billion people representing 66 per cent of the global population are expected to live in cities. ¹ As a result, increased attention is being placed on city-level linkages between migrants and the private sector, specifically on employment and self-employment of migrants, and ways to minimize risks associated with their migrant background while leveraging the opportunities for sustainable and inclusive growth. Both challenges and opportunities come with the increased movement to urban areas - with the growing mobility comes diversity, new ideas, know-how and resources for companies or for entrepreneurial activities, but with mobility of people comes also vulnerability. Marginalisation, exploitation and exclusion in the labor force are factors that can inherently destabilise the city and create long-term negative consequences for migrants themselves and for the city's cohesion.

Faced with an unprecedented influx of migrants and refugees since World War II, local economic integration of these individuals have become one of the top political priorities for many of the affected countries and cities: integration in the labor market means more purchasing power, less strains on the public welfare system and contributes overall to social cohesion and prosperous societies. Successful economic integration is as beneficial for the city's development as it is for the migrants themselves. While the focus has been on integration into the labor market through employment, entrepreneurship is increasingly becoming a viable and much desired route for successful labour market policies.

Both wage labour and self-employment brings along opportunities and challenges, for the migrant themselves as well as for the city's economic, social, political and cultural development and its population. By examining these aspects in the context of ‘employment and entrepreneurship’ it will help to present viable policy options. This background paper will only provide a short overview of the main aspects to consider when devising city-level policies for inclusive and effective labour market strategies that target specifically migrants and refugees.

EMPLOYMENT

Migration is a global phenomenon as much as it is a local reality. It is present and it is shaping the DNA of cities and the private sector. Fast population growth in cities can pose considerable challenges for local governments in developing effective economic integration policies; notwithstanding, local authorities and the private sector can work individually and jointly in devising measures that will reap the benefits of migration and minimise the risks associated with it.

For companies, diversifying their workforce is increasingly recognised as an effective human resources policy: those with a diverse workforce will outperform those with little – the reasons for this are manifold. Through the employment of people with a diverse migration background comes the benefit of having connections to a new market and new perspectives on business processes and operations that lead to better marketing to specific target groups, the opportunity to fill labour market shortages with specific know how and skills in the company, and to enter new consumer markets. According to Koser (2013), migrants that are well integrated in the company are also those with higher level of loyalty towards their employers resulting in less turnover and absenteeism, which in turn leads to higher productivity and motivation. Those who understand the opportunities that come from hiring an ethnically diverse workforce are those that can think and act globally, and are in turn also those that will succeed in the long-run. This simple equation may lead to the assumption that the private sector can and should be able to freely choose the best and the brightest, or even those that can fill a specific skills gap in the company by accessing a global labour market. Reality though shows a different picture: administrative barriers and restrictive and lengthy immigration policies present disincentives to the private sector's global recruitment policy. Specifically, such barriers can be restrictive work permits, complicated procedures for the recognition of diplomas, requirements for the private sector to pay high minimum wages that do not reflect local realities or the migrants and refugees uncertain legal status. Additional barriers present themselves to those migrants and refugees who may not necessarily have higher education; they are often those who may be more at risk of being exploited by the private sector.

In the absence of regulatory policies, the private sector can take advantage of the sometimes vulnerable situation of migrants and refugees. First-generation migrants, refugees and those under subsidiary protection are more vulnerable to exploitation, not least due to their possible uncertain legal status or misinformation about the existing legal framework in the country of residence. There are a number of international human rights instruments safeguarding migrant's labour rights that includes provisions for fair and non-discriminatory treatment, the right to form and associations, the right to collecting bargaining, the prohibition of all forms of forced labour, and the elimination of child labour.

The EU and its Member States have a clear legal framework prohibiting labour exploitation, which is enshrined in Article 5 of the Charter of Fundamental Rights of the EU. Furthermore, it spells out that 'every worker' has the right to 'fair and just' working conditions (Article 31). The EU Charter is a legally binding document that has translated into specific legislative acts at national and city level in the EU.

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3 Some of the most relevant EU directives are the Anti-Trafficking Directive preventing and combating trafficking in human beings and protecting its victims; the disclosure directive as regards disclosure of non-financial and diversity information by large undertaking and groups; Employer Sanctions Directive on providing for minimum standards on sanctions and measures against employers of illegally staying third-country nationals; fixed-term Work Directive; Free Movement of Citizens Directive; Free Movement of Workers Regulation; Seasonal Workers Directive on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers; Single Permit Directive on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State; the Racial Equality Directive; Directive establishing a general framework for equal treatment in employment and occupation.

2nd Thematic Peer-to-Peer Meeting – Thematic reference document Mediterranean City-to-City Migration Implemented in the framework of the Dialogue on Mediterranean Transit Migration (MTM)
Member States. It sets clear minimum standards to protect worker’s rights and to ensure equal treatment at the workplace no matter one’s racial, ethnic, religious, age, migrant background, sexual orientation, disability or other – and regardless if the third-country national is in a regular or irregular situation in the country of residence.

While the right to decent working conditions is laid out in many human rights treaties, there are nonetheless barriers to achieving the full realization of their fundamental right. Risk factors to realizing the full potential are linked to the legal and institutional framework, the worker’s personal situation as well as to the workplaces and the employers. Certain sectors in the economy are more so affected by severe labour exploitation than others: for instance, in the field of agriculture, construction, domestic work, cleaning, tourism, and the restaurant business, to name a few. Issues of abuse can take the form of passport retention, failure to pay wages or unfair compensation, employer abuse (mobbing, discrimination and even physical ill-treatment) or other. Trafficking in human beings for the purpose of severe labour exploitation is sometimes invisible to the public, in especially in cities with a weak legal structure and monitoring mechanisms. Legislative measures to protect and promote labour rights for all need to be embedded in national frameworks and implemented through appropriate monitoring mechanisms, supervisory functions, and instruments for migrants to access legal recourse at city-level.

**Broad partnerships with relevant stakeholders at city level has shown to be effective in addressing some of the labour market challenges.** and which look at protecting migrants’ rights effectively and providing opportunities in the labour market for the benefit of all – the city, migrants and the private sector. **Chamber of commerce** with a city-focus mandate can have a strong impact in facilitating a diverse workforce while watching over possible systemic abuses in the private sector: they can provide free-of-charge workshops for management on ethical and diverse recruitment, support matchmaking initiatives between potential employers and recent immigrants, as well as lobby for improved regulatory conditions for migrants to access the labor market. **Migrant associations and other types of non-governmental organisations** can similarly have a role as a watchdog to support ethical recruitment policies and employment practices with the aim of preventing cases of discrimination, introducing migrants to professional networks, and in easing labor market access to immigrants. They can offer awareness raising activities, training and draft shadow reports to monitor the human rights situation and submit these to city committees. Encouraging the creation of **social businesses**, meaning those companies whose aim is to address social problems through innovative and inclusive business models, can have a positive effect on job creation for the more vulnerable migrant population. Municipal-run business agencies can consider rewards for businesses that include such a business model, e.g. through tax relief or as a prerequisite to access certain types of grants.

**Promising practices**

**Gaziantep, Turkey:** Gaziantep is a city of approximately 1.5 million people, situated at the border of Syria. With approximately 320,000 individuals under temporary protection residing in Gaziantep and many more transiting through, it is also among the cities that saw the largest influx of refugees in Turkey since the onset of the Syrian war. Only in 2013 did Turkey, at central level, adopted its “Law on Foreigners and International Protection” which defined a Temporary Protection regime and later, in 2016, issued a regulation on Work Permit of Foreigners Under Temporary Protection, which spurred a number of initiatives at local level, including in Gaziantep. Taking a long-term approach to minimise the impact on its economy, it made significant structural and institutional changes in their municipality to adapt to the changing needs. A migration office was established under the Gaziantep Metropolitan Municipality in view of providing appropriate, effective and demand-oriented services for the Syrians, and through which they coordinate their actions with other stakeholders (NGOs, donors and the wider

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2^th Thematic Peer-to-Peer Meeting – Thematic reference document Mediterranean City-to-City Migration

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international community, etc). Additionally, it set up Employment Centers to support with skills building through vocational training, language training and the incubation of businesses. So far, it has helped 1,200 persons to yield jobs, mostly in the service sector, and has facilitated the creation of around 900 Syrian shops in Gaziantep.

Trelleborg, Sweden: Trelleborg is Sweden’s most southernmost municipality with just over 43,000 inhabitants. Between September and December 2015, over 45,000 refugees arrived in Sweden via its harbor. Early on, the municipal leaders realised that it is important to make the connection to trade and industry in order to contribute to long-term solutions for the newly arrived. Instead of thinking in terms of ‘giving people something to do ‘to keep them occupied, their approach was to give them something to do for real. Through the quick introduction to professional networks and matchmaking efforts, the integration of refugees into the labour force in Trelleborg has been speedier than in many other municipalities and countries. Sweden has introduced a regulatory framework allowing asylum seekers to work while waiting for the asylum application to be processed. Even if the asylum seeker cannot find employment, they can gain practical experience without pay with companies and organisations. Asylum Seekers are exempted from the requirement for a work permit if they are recipients of an Asylum Seeker Card. The municipality has taken the initiative of developing a short guideline for other cities, called ‘8 Theses for a Better Reception of New Arrivals’.

“If we expect people to fail, they will undoubtedly fail. If we expect them to succeed, they will” (Patrick Möllerström, Head of Unit, Department of Labour, Municipality of Trelleborg)

Rotterdam, The Netherlands: The Info Expadesk is a one-stop-shop for expats in Rotterdam. Established in 2008 by the municipality of Rotterdam, it provides free of charge services to migrants and refugees. Their services range from support to establishing a resident permit, registering in the Municipal Personal Records database to obtain a citizen service number, opening a bank account to linking these people to the human resources departments in large international companies.

Policy recommendations:

1) Look at how the legal framework can be improved to reduce the risk of labour exploitation, and promote a climate of zero tolerance towards labor exploitation, including through increased workplace inspections and prosecutions.

2) Foster close cooperation between prevention, inspections, law enforcement, victim support and public prosecution.

3) Set up a system that would encourage victims to report cases of labour exploitation, e.g. through trade unions that can support persons who move to another country to work.

4) Raise awareness on the various forms of labour exploitation among citizens, the private sector, government institutions and NGOs, as well as set up detection and protection measures.

5) Improve the chances of legal employment through diversity training and awareness raising in the private sector.

6) Oversee city-level public procurement procedures to avoid funding exploiters.

7) Mainstream migration into sector development plan at local level (in specifically relating to employment and integration).

ENTREPRENEURSHIP

Supporting the creation of businesses by migrants and creating favorable conditions makes sense in a number of ways: to name a few, migrants can contribute to trade diversification as door-openers into new international markets as well as into niche market areas with new target groups in the country of destination, and they create local jobs through their businesses. As such, it has become one of the
According to an OECD study, **immigrant entrepreneurs are slightly more entrepreneurial than the natives among the OECD countries.** While there are 12% of self-employed in working age among the natives, migrants in the same category make up 12.7%. Taking these numbers at face value would lead to the assumption that migrants have a higher propensity to be entrepreneurial, part of which is true as their tolerance for taking risk is higher. But part of the number also needs to be explained by the fact that they may face considerable hardships in accessing the labour market in the country of destination, thereby forcing them into self-employment. Against that background, one needs to make the distinction between the **“necessity entrepreneurs”**, those who decide to run a business because the labour market does not offer them other viable options, versus the **“opportunity entrepreneurs”**, those who perceive opportunities on the market and who tend to have a strong business acumen. The former group tend to operate in areas that provide marginal revenues, while the latter have a higher tendency to innovate and create high values. In the OECD region, migrant entrepreneurs are found to be more educated than the native population and work across a broad range of occupations and sectors.

While migrant entrepreneurs tend to be more inclined to start a new business, **one should also mention the fact that they are more likely to fail with their business when compared to the native population**, especially so for migrants with lower education. This phenomenon is strongly linked to the country’s policy and structural fabric. The migrants’ legal status can play a crucial role in the success of their business: usually the longer the residence, the more capital has been saved up and the higher the chances are that they are well integrated, master the language, have built up a credit history and assets that facilitate their access to credit. Thus, migrant entrepreneurship is also a topic that should be examined through a country’s integration policy. The OECD study takes note of an “upward trend in the adoption of specific admission policies for migrant entrepreneurs over the past decade,” albeit introducing specific visas to facilitate entry of migrant entrepreneurs usually only reach a very small percentage of the foreign-born entrepreneurs.

Conversely, laws and regulations that are less favourable towards migrants, e.g. uncertainly about the legal status due to constantly changing and restrictive immigration laws, can be a disincentive toward business creation or present a factor contributing to business failure. Not just policy makers, also the private sector, especially banks, hold a centrifugal role for the migrants’ businesses success. Credit constraints are the number one reason for business failure. The barriers to accessing bank loans seem to affect migrants more so than the native population. This is often linked to the difficulties for banks to assess the creditworthiness of migrants or prevalent stereotypes of migrants as doing riskier business. Discrimination can thus be a factor when deciding on the approval of the migrant entrepreneurs’ credit application.

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5 COM(2012) 795 final, 9 January 2013
http://dx.doi.org/10.1787/9789264095830-en
7 Ibid. Chapter 1
8 Ibid. p.16
9 The European Agenda for the Integration of Third-Country Nationals emphasises the importance of third-country nationals, especially migrant entrepreneurs, for both countries of origin and destination.
10 Ibid. Chapter 2
11 A recent study of the European Union Agency for Fundamental Rights looked at the link between fundamental rights and the EU’s 2020 strategy to promote smart, sustainable and inclusive growth, which aims amongst other in combating unemployment and reducing poverty. The FRA study examines the intended and unintended restrictions that might affect exercising the right “freedom to conduct a business” in full for persons legally entitled to conduct a business. The right is enshrined in Article 16 of the Charter of Fundamental Rights of the European Union, which applies to the Institutions of the European Union and its member states. Such restrictions reveal to have an

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Thus, migrants face a number of specific challenges to establish and manage entrepreneurial activities in their country of residence. Those city authorities that consider the specificities of migrant entrepreneurs in their legislative and regulatory framework are more likely to see migrant businesses succeed over the long haul and to reap the benefits in its economy at large. Incentives can be set up at city-level by bridging to mainstream support schemes that will foster migrants’ integration, access to existing support schemes and professional networks and networking events between migrants, trade councils, chamber of commerce, and other.

Additional enabling measures for migrant entrepreneurship can be, for example, the establishment of an investment promotion facility\(^\text{12}\), provision of seed capital for the start-up phase (through concessional loans targeting migrants for example), facilitating the recognition of foreign qualifications to obtain business licenses, reducing the time for licensing overall, supporting business partner networks to match skills and competencies with local entrepreneurs, facilitating migrant SME’s access to public procurement, facilitating access to credit, creating one-stop-shops for entrepreneurs, offering financial literacy and other business training and mentoring programmes, and accessing business-relevant knowledge on the regulatory framework and information, perhaps also in languages other than that of the country of destination.

Not just direct support schemes to migrants can be helpful, also measures geared towards other actors can prove to bring about positive changes, such as awareness-raising and sensitisation programmes with bank employees. All these measures and more can help to reduce barriers for migrant entrepreneurship and have positive effects on the migrants likelihood to succeed and, hence, on the economy at large.

An EC Study on Good Practices in Promoting and Supporting Migrant Entrepreneurship published in August 2016 shows the importance of offering comprehensive support to migrants who are willing to start up or scale up a business. The key recommendations in that study are directed to service providers, including cities, and state that some of the key elements for successful migrant entrepreneurship programmes showcase following characteristics:

- Diverse sources of funding for migrant entrepreneurship programmes to build resilience of the scheme over time
- Leverage corporate sponsorship, making use of the most recent information technology tools to reach out to a wide group of would-be entrepreneurs
- Provide multilingual information
- Celebrate role models from targeted migrant communities, involving mainstream media and ethnic media and networks
- Offer individualised mentoring and training schemes
- Raise awareness among credit institutions about the specific characteristics of migrant lenders
- Systematically monitor and collect data to measure the impact of such schemes, etc.

\(^{12}\) It is important to mention that investor visas only reach a small percentage of migrant entrepreneurs and that the volume of foreign-direct investments is not strongly linked to the availability of investor visas, it is usually other factors (tax breaks or other) that play a substantial role.

especially strong impact on entrepreneurs with a migrant background, and also for others, such as women, youth, ethnic minorities, women and persons with disabilities. By setting up regulations, the freedom to conduct business is restricted to certain parameters rather than expanding the scope of human rights. And such regulations seem to affect immigrants or migrant entrepreneurs more so than the native populations. Some countries in the European Union even have protected professions, meaning types of businesses that can only be carried out by natives and are closed to foreign nationals (e.g. in the insurance sector, stock trading, operating gaming establishments or other).
Promising practices\textsuperscript{13}

**Frankfurt, Germany:** Kompass – Centre for Entrepreneurship

Germany has a federal system and as such, many different initiatives can be found at local level, some of which focus on migrant entrepreneurship. One such example is Kompass, a publically-funded NGO that was established in 2000. Structurally, it is a subsidiary of the Frankfurt Economic Development GmbH and is part of the formal federal network of technology and start-up centres. Kompass provides comprehensive support to start-ups throughout their lifecycle by using the ‘Lifecycle Support - 4+1 Phase Model’ that looks at stimulating and supporting migrant entrepreneurs in their start-up phase for free. Potential entrepreneurs are approached and contacted. A ‘mapping tool’ helps them to identify transparent network of regional start-up resources. In a first phase then, would-be entrepreneurs are advised on the strengths and weaknesses of their business plans: successful completion allows the applicant to the next phase. Phases 2 through 4 then address skills learning, advising, amongst other on issues relating to tax and VAT registration as well as matching and networking assistance. This is coupled with other initiatives that are offered by KOMPASS: one of them is the project “Start-up workshop – Refugees take action” catered specifically to refugees who have professional experience or who have been self-employed before in their countries of origin; the other is called “BARTOK – strengthening counselling and empowerment of contact persons in the public business promotion”. Access to finance is facilitated through Kompass as it cooperates with banks and public funding institutions. Since its setup, Kompass has been approached by 22,000 potential entrepreneurs. The survival rate of businesses supported by Kompass is around 80% after 5 years (compared to the national average of 30%-50%). It has remained flexible and has reacted quickly to the changing reality and needs of migrants and refugees coming to Frankfurt.

**Barcelona, Spain:** Barcelona activa is a public and unified initiative from the Barcelona City Council (70%), the government of Catalonia (14%), from management revenue and financing from other institutions (10%) and from the European Funds (6%). It was set up in 1986 (and is still ongoing) with the aim of supporting migrant entrepreneurs to turn their business ideas into reality. The support comes free of charge through a mix of online and onsite assistance and training. The city taps into its large network to help migrant entrepreneurs on an individual basis to realise their businesses. Further to this, Barcelona activa organises a number of events and activities for the mainstream population as well as through specific migrant outreach (e.g. Welcome services and sessions, I’m Barcelonian/Expat Day, Barcelona Softlanding Programme, Do it in Barcelona, etc). Further aided by the Spanish Government’s declared intention to remove administrative burdens for migrants in 2013, it links city-level integration policy recommendations to national level policymaking. Various funding instruments have been put in place at national level for city-level access in view of supporting programmes working on integration and entrepreneurship. Through their many years of existence, Barcelona activa has established a strong network of collaborating partners. An impact assessment of this initiative shows that it has had very positive effects for the city of Barcelona, which has 20% foreign-born people. On average, the scheme helps around 1,000 business ideas every year and approximately 50-60% then set up a business, creating an average of 2.4 additional jobs for the city of Barcelona.

**Policy recommendations:**

1) Explore permanent and temporary migration policies that foster migrant entrepreneurship. For example, by introducing a specific visa category for migrant entrepreneurs that takes into consideration high potential start-ups.

\textsuperscript{13} Below presented initiatives have been identified along with 18 other promising practices in the EU through an evaluation and analysis of good practices in promoting and supporting migrant entrepreneurship by the European Commission, Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs. Ref. Ares(2016) 4827433 – 29.08.2016
2) Recognise migrants as ‘shapers’ of economies, and empower them to become entrepreneurs through an adequate policy mix, including integration, migration, economic, trade and other policies in order to build on their transnational links and social, economic and cultural capital.

3) Strengthen the cooperation between businesses in countries of origin and destination to support migrant/diaspora entrepreneurship, in particular through the exchange of knowledge and technology transfers.

4) Establish broad partnerships between the private sector (e.g. through Social Impact Bonds), national and local authorities, civil society, non-profit organisations serving entrepreneurs and migrants in order to facilitate migrant entrepreneurship.

5) Support migrant entrepreneurship, in particular women and youth-led start-ups and social business enterprises through capacity development measures and access to financial resources.

6) Systematically monitor the business environment for migrant entrepreneurs on the basis of already established or newly developed indicators at city level (World Bank’s ease of doing business, fundamental rights indicators relating to the right of property or occupational freedom, for example).

7) Remove unreasonably obstacles and administrative barriers for SMEs, such as through the establishment of one-stop-shops for businesses, and ensure the fullest possible participation of migrant women and migrant youth.

FOCUS AREA: THE INFORMAL SECTOR

The informal economy refers to all economic activities that are, in law or practice, not covered or insufficiently covered by formal arrangements. Informal employment, whether in the form of self-employment or wage labour, is commonplace in many urban economies, yet it often remains under the policy makers’ radar. In some regions of the Africa and South Asia, the informal economy is estimated at 80%, sometimes even higher, especially when taking into account informal employment in agriculture. It is said that about 50% of the urban workers in China have no formal contract and operate in precarious working conditions.14

The informal sector can help the ‘poorest of the poor’ as much as it can harm them: these are people who fall out of the social protection net and who cannot access social benefits as they do not pay into the tax system. They are also often confronted with precarious working conditions as they are not integrated into the labor market and are exposed to occupational hazards, e.g. higher risks associated with the produce they sell or the locations in which they operate. At the same time, it allows them to earn a living in a likely dysfunctional ecosystem that did not allow them to access the formal labor market in the first place.

In some cities in the world, street vendors represent a large portion of the urban workforce and make up a considerable proportion of informal activities - and - it is often women who tend to operate in such businesses.

Being an integral part of urban economies, street vendors create value for the cities at large: city planners and policymakers can gain a lot not just by merely allocating space for street vending, but by also including them in all aspects of city planning and decision making, and by strengthening legislation to offer protection from harassment by police, civic authorities and other.

KEY MESSAGE

Migrants and refugees should not be seen as a problem for cities but as a solution: a solution to the ageing labour force in the EU, a solution to skill gaps, and as a solution to diversify the private sector making it more resilient and competitive in a global market.

Facilitating speedy entry into the labor force - into companies as employees or as self-employed entrepreneurs - is a way to ensure better and more effective city-level integration that leads to reduced poverty (e.g. employment is often a prerequisite to accessing housing and other essential services), less burden on the welfare system wherever it exists and leaves less room for exploitation and criminal activities. Obstructing access to the labor market over a prolonged period of time can spur the informal labor market and illegal activities – it can have negative consequences not just for adults, but also for children who may be sent to the street to earn money as a livelihood strategy for the family instead of going to school. Instituting a zero-tolerance policy to labour exploitation is a first important step in the right direction.

In a wider sense, migrants and refugees should be able to fully realise their potential that would enable them to contribute in a positive way to the societies in which they reside. Enough international and regional human rights instruments exist to set the normative framework, local and national authorities are lastly those that need to ensure that they translate into concrete and effective measures.

**GUIDING QUESTIONS**

1. What are some of the challenges that you have been facing for the integration of refugees into the labour market?
2. What are the opportunities linked to that?
3. What good practices in the area of ‘Employment and Entrepreneurship’ can you identify in your municipality/city?
4. Are there opportunities to leverage the expertise of established women entrepreneurs in the support of newcomer women entrepreneurs?
5. How might partnerships be utilised to support migrant entrepreneurs who lack advantages in terms of educational achievement, language skills, and access to professionally-linked networks?
6. How can city authorities mobilise the talents of migrant entrepreneurs and encourage them to invest in their countries of origin? Should such a link to the country of origin be strengthened?
REFERENCES


