



International Organization for Migration (IOM)



International Labour Organization

EU-China Dialogue on Migration and Mobility Support Project
支持中欧人员往来和移民领域对话项目

POLICY SEMINAR ON ‘MIGRANTS AND CITIES’

Guangzhou, 17 – 18 March, 2016



Draft Summary Report

On 17 and 18 March, the Policy Seminar on “Migrants and Cities” was held in the city of Guangzhou, Guangdong province, attended by the following key Chinese and international stakeholders: Mr. XIE Xiaodan, Vice Mayor of Guangzhou, Ms. JIANG Qin, Counsellor, the Department of International Organizations and Conferences Ministry of Foreign Affairs, Mr. Ignacio Asenjo, Second Secretary, Delegation of the European Union to China and Mongolia, central and provincial level officials from key Ministries of Foreign Affairs (MFA), Public Security (MPS), Human Resources and Social Security (MOHRSS), State Administration for Foreign Expert Affairs (SAFEA), National Development and Reform Commission (NDRC) as well as Centre for China and Globalization (CCG), Consulates General of Italy, Poland, the Netherlands, UK, Indonesia, Cambodia, the Philippines and Nigeria, Mr. Tim De Meyer, Director for International Labour Organization (ILO) Country Office for China and Mongolia Country Office and Ms. Jill Helke, IOM, Director, Department of International Cooperation and Partnerships (ICP).

Facilitated by IOM under the “EU-China Dialogue on Migration and Mobility Support Project”, the objective of the seminar followed the EU priorities in terms of its strategic partnership with China and was in line with EU’s



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commitment to further engage at international level in global migration issues including urbanization, development and migration. From the EU-China partnership perspective, the Seminar hosted a wide range of Chinese authorities such as NDRC, SAFEA and MOHRSS, offering, firstly, new dynamics to the debate of Migrants and Cities and, secondly, further expanding EU-China dialogue and exchange in the area of human mobility by including stakeholders involved in every step of the migration management in China.

The seminar gathered all main Chinese stakeholders dealing with urbanization planning and migration management. The creation of this platform of exchange was an important achievement from project implementation perspective, creating synergies and allowing smoother coordination with these authorities on future project activities linked to regular migration in particular those promoting European researchers and high-end talent's mobility to China.

The event also meant to create a link with IOM's ongoing efforts in the area of migration and development in particular the work done in 2015 - the year dedicated by IOM to "Migrants and Cities", namely the Inter-Ministerial Conference (October 2015) as well as IOM's flagship report; the World Migration Report – 2015 – WMR 2015).

Day 1, 17 March 2016

Some highlights from the Opening Remarks

Ms. Jill Helke, Director, IOM, Department of International Cooperation and Partnerships (ICP), highlighted the importance that IOM attaches to EU-China strategic partnership in the area of migration and mobility and that, with a long history of embracing migration, urbanization, cultural diversity and vibrant cities, the EU has much to share in the debate of Migrants and Cities.

Ms. JIANG Qin, Counsellor, the Department of International Organizations and Conferences, Ministry of Foreign Affairs, defined 'mobility' as an indicator of globalization. Migration is one of the most significant occurrences of our time and we must live up to the changes. Ms. Jiang described Guangzhou as an open and accommodating city throughout the Chinese history and a good choice to host the seminar.

Mr. Tim De Meyer, Director, International Labour Organization (ILO) China and Mongolia Country Office, asserted that globalization, urbanization, conflicts, income inequality, and climate change make people go in search of better life and employment conditions. Regular migration can benefit both home and host countries and regions — provided migrant workers are recruited fairly and treated equally.

Mr. Ignacio Asenjo, Second Secretary, Delegation of the European Union to China and Mongolia, referred to the 40 years of EU-China, celebrated last year, and that the accelerated urban development in China is the core of the EU-China partnership fostering sustainable development.

Mr. XIE Xiaodan, Vice Mayor of Guangzhou, Key Note Speaker, welcomed everyone to Guangzhou city and expressed gratitude to IOM for its efficient work in Guangzhou by highlighting the example of the Assisted Voluntary Return and Reintegration (AVRR) pilot project launched earlier this year in Guangzhou. He described Guangzhou as one of China's frontrunner cities in terms of development scale and an ancient migrant city. He pointed at some of the main features of the management of foreigners in Guangzhou, optimized policy and extensive operational measures to



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ensure effective social integration of migrants. Cultural differences, language barriers etc. were among challenges of migration that require cooperation between multiple agencies and top-down management. Measures: Consolidated management through regular interaction between internal migrants, migrant service bureau and city authorities. The visa issuance authority has been brought down to district level to facilitate visa issuance. Social services are available online in multiple languages. Humanitarian approach is taken for domestic migrants to improve their skills and invest in the education of migrants children. Guangzhou has 153 community-based service stations that offer language training, business training for migrants and social and legal services for ethnic minorities. China should further optimize policies to make best use of its demographic bonus.

Session 1: Global Trends on Growing Urbanization and Human Mobility

1. *Outcomes of the “International Conference on Migrants and Cities”*

Presenter: Jill Helke, Director, ICP, IOM

Key features: Brought together mayors and local authorities, to address the day-to-day migration governance issues, with national authorities and other stakeholders, the first time a global policy forum discussed mobility management at all levels, the launch of the WMR to support evidence-based policy dialogue. **Conclusions:** A harmonious approach to cities takes into account both migrants and local population. A shift from systems to a more inclusive approach. Cities’ approach to resilience must include migrants, as they are separate category with specific vulnerabilities, change interactions within and dynamics of city. **Final thoughts:** Urban integration is not an intellectual process but a people process, the importance of leadership: not just words: conviction and commitment that infect others with enthusiasm, positive perceptions and engagement, and that spur them to action.

2. *Overview of Research on “Shifting Migration Patterns, Urbanization, and their Implications for China’s Economy and Society”*

Presenter: Mr. WANG Huiyao, President of the Center for China and Globalization (CCG)

Conclusions: With around 40% of its population still living in the countryside, China’s urbanization remains a work in progress, while the share of urban residence in developed countries exceed 90%. The pace of rural migration is slowed down considerably, regional migration in west of China will boom due to emerging manufacturing hubs. China will have to upgrade its industrial structure requiring more skilled workforce and technical personnel, as well as increase the weight of services in the economy. Chinese returnees are playing an outsized role in upgrading the economy in high technology and other knowledge-intensive fields. But the fierce competition among cities in the form of rival talent attraction schemes will become ever fiercer in the future. Foreign talents are the key to China's economic development, as the country is transforming from a labor-intensive to a high-end industrial economy. China needs to draw on foreign sources of talent, including both the overseas Chinese diaspora and non-Chinese ethnic foreign nationals through easing migration policies.

3. *Presentation of Research on “‘Migrants and Cities’: Recruitment, employment and working conditions of domestic workers in China”*

Presenter: Ms. Liu Minghui, Professor and Academic Leader, Law School, China Women's University

Recommendations: The vulnerable nature of domestic work requires special provisions for “personal security” and “dignity guarantee”; Labor intensity, different working environment, randomness of employers' service requirements, vagueness between “work” and “rest” require specification of rest time and wage standards for “standby”; Conflicts between “rights to information”, “rights for supervision” and “rights of privacy”, as well as



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employers' economic capacity are also key issues for balanced consideration. Expand and strengthen financial and technical support to vocational training; Regulations and guidelines to be jointly issued by the MOHRSS and State Administration for Industry and Commerce; Local laws and regulations to be jointly stipulated by the People's Congress of Beijing, and Beijing municipal government; Fully mobilize the community organizations and social workers to help domestic workers successfully integrate into urban life; More public interest lawyers who can offer legal aid to protect domestic workers' rights; Guidance through law and regulations to create a harmonious working environment for domestic workers.

Session 2: Opportunities and Challenges for Human Mobility Management

1. *“The multi-directional mobility and multi-locational livelihoods of China’s floating population: Challenges and policy implications”*

Presenter: Mr. ZHU Yu, Distinguished Professor, Asian Demographic Research Institute, Shanghai University / Center for Population and Development research, Fujian Normal University

Some policy recommendations: Shift focus of policy making from *hukou*- and entitlement-based approach targeting ‘elite migrants’ to citizen-rights-based approach targeting all migrants. Rural- and urban-based social insurance programs and those of different regions not linked: Providing portable public services. Develop rental housing market and provide related housing support for the floating population. Develop a clear legal and institutional framework defining the rights of the floating population and obligations of governments at various levels and other social institutions at national level. Establish an all level new financing mechanism for portable and non-residence-based public service provision as well as fiscal-revenue-based financing mechanism. Diversify and upgrade the structure of China’s economy to provide a broader and more solid basis for the upward social mobility of the floating population and the increase in their capability and intention to settle down in the destination cities. Promote in situ urbanization and rural-urban integrated development and facilitate public service provision in sending areas of the floating population to accommodate those members of the floating population who want to return to their place of origin.

2. *“EU-China regional policy cooperation and joint initiatives on urbanization”*

Presenter: Mr. Ignacio Asenjo, Second Secretary, Delegation of the European Union to China and Mongolia

Rationale behind EU-China Cooperation on Urbanization: China needs to enter a phase of more sustainable urbanization. National New-Type Urbanization Plan (2014-2020). Central Government Guidelines on Urban Planning of February 2016. Local-level contribution to Paris Agreement commitments: EU experience on how municipalities can contribute to fight against Climate Change (Covenant of Mayors) China: Alliance of Peaking Pioneer Cities. Bring expertise to China & adapt it to Chinese characteristics: Focus on low-carbon urban development: energy, transport, waste management. Cover sectors where opportunities tend to emerge at local level. **Two key priorities:** 1) Cooperation on sustainable urban development, under following initiatives; 12 *EU-China City Partnerships*, “*World Cities*” - *cities in EU and China*, *EC-Link's 10 cities and upcoming: 15 new partnerships with local action plans*. 2) Cooperation on Climate Change: Model of the Covenant of Mayors and NDRC's work with low-carbon cities

3. *“The impact of urbanization on Guangzhou’s population growth – Best Practices and Reflections”*

Presenter: Mr. DENG Hongyong, Deputy Director-General, Guangzhou National Development and Reform Commission (NDRC)



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Findings: among government priorities: Further relocation of rural workers with their families to cities and towns to east and central. In search of innovative ways to manage migration, Guangzhou applies New Type of Urbanization, which by 2020 will reach 80%. Urbanization has triggered growth in population and has brought more migrants. The city is also becoming more attractive to high-skills outside China. Guangzhou is among the first few cities to launch 5 year plan for the integration of migrants. The floating population in Guangdong province reaches 7.95 million, out of which 5.2 million work in Guangzhou, mainly lower skills compared to Beijing and Shanghai. In Guangzhou the majority of workers is in service industry. Other issue is the aging. The population density of Guangzhou is considerably high; however, the distribution of population remains unbalanced and needs to be optimized. Key migration management initiatives: Launch of Guidelines for better service provision for migrants with a 'macro-based' approach; flexible family reunification procedures, 10,000 'point-based' Hukou granted; 1060 community-based service centers; education and high-school/college entrance support for migrants' children. Consolidated services are made available online. Policy Recommendations: Enhance macro control of population. Reduced reliance on Hukou, instead screen and select those who can stay and give citizenship. Must have scientific registration policy. Promote industries management. Prevent disorderly development. Speed up the national economic planning. Information is scattered. We need to consolidate and share the data. We need to have monitoring mechanism.

Launch of the Chinese version of the IOM World Migration Report: Migrants and Cities: New Partnerships to Manage Mobility – for invited guests and representatives from media

Facilitator: Mr. Pär Liljert, Head of Office, IOM China

Panel: Ms. Jill Helke, Director, Department for ICP, IOM; and Mr. WANG Huiyao, President CCG

Chinese Media present in the launch: Xinhua News Agency Guangzhou Branch, China Daily, Guangzhou Branch, South Daily, Southern Weekly, Yang cheng Evening News, Guangdong TV. Guangzhou Daily, China News Service, China Radio International (CRI), Guangzhou Branch, Guangzhou TV, GATEWAY, Southcn.com, South Monthly, Economic Daily, Guangzhou Branch, Nanfang Daily

Key messages of WMR: Migrants' inclusion in society is an indispensable part of building stable, open and vital communities and assuring the socio-economic future of the whole country. Delivery of services (including access to work and affordable housing) is critical for migrant inclusion as well as community growth. By examining how cities and migrants work together we find evidence on how well-governed migration and well-managed development are linked. A global agenda for migration and urbanization needs to be formulated. **Key findings:** Human mobility is a major contributor to urbanization. Migration to cities brings both challenges and opportunities. Migrants are resourceful partners in urban governance. Migrant-inclusive urban governance through partnerships is needed.

Day 2, 18 March 2016

Session 3: Good Governance of Human Mobility in Urban Context Requires Partnerships

Chairperson: Mr. Tim De Meyer, Director, ILO Country Office for China and Mongolia



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1. *Progressive Advancement of Urban Integration of Migrant Workers*

Presenter: Ms. DU Guoyu, Director of Coordination Division, Migrant Workers Department, Ministry of Human Resources and Social Security (MOHRSS), PRC

The path ahead: Focus on expanding migrants' employment opportunities and their entrepreneurship activities, optimizing policies for migrants' employment, strengthening employment services, protection of migrants' rights and interests, including regulation of laborers and workers' management, expanding migrants' access to social insurance, promoting their equal access to the public services as well as settlement in urban areas. The provisional residence permit regulation has been implemented since 1 January 2016. We will maintain the implementation of this residence permit's system until full completion.

2. *"Policies and regulations as well as management services related to foreigners' work in China"*

Presenter: Ms. WANG Xiangrong, Deputy Director-General, Department of Policies and Regulations, State Administration for Foreign Expert Affairs (SAFEA), PRC

Measures: Earliest management of foreigners dates back in 1985, which did not allow migrants to work unless permitted by the government. But this has changed now. At SAFEA we established work permit for foreigners. In 2012, new Exit and Entry Administration was introduced requiring 2 permits; stay and work permits. Additionally, it imposed some obligations to employer such as hiring restriction for those without permit. The 2014 law consolidates the permit to stay and the permit work. In 2013 R-visa was introduced. R visa is a 'Work category residence permit' and refers to talents needed by China. It combines work and residence permits. Foreigners need to provide prove they are eligible for this category. Recent policy, December 2015 (State Council no 95) instructed that 2 permits will be integrated into one. We have comprehensive approval system. But we do not have specific law to define the specifics. One major step is that the work of the 2 Ministries MOHRSS and SAFEA have been integrated and defined into one channel. Procedure for obtaining talent visa: 1) Employer's demand should be approved by authorities. 2) If approved apply for the 'talent' visa. 3) Once in China, the foreign talent needs apply for work permit. With work permit they need to get residence permit. A time-consuming procedure involving too many parties involved. Recommendations: More interaction with foreign experts, consultancy channels: mechanism soliciting feedback from experts. Integration is very complex and starts from local level. The role of Dialogue: listening not only to experts but also other stakeholders: employers, recruitment agencies, housing, travel agencies.

3. *"Milan for the co-development: migration, international cooperation and social cohesion"*

Presenter: Ms. Monica Dragone, Foreign Affairs Department, Mayor's Office, City of Milan, Italy

Milan has about 350.000 foreign citizens of different nationalities, from over 150 different ethnic groups, and has over 500 associations referring to foreign communities. The difference between the massive migration in Milan and the one in other metropolitan European cities is that it is recent and multi-ethnic. China ranks third (25,928 people) among ten largest communities in Milan (2014). **City Initiatives:** Milan started its work in Migration and Development field in 1997 and since 2007 has been promoting the project "Milan for co-development". Milan adopted a new international decentralized cooperation strategy, aimed at enhancing the role of migrants as agents of development in their countries of origin, and of social cohesion in their areas of residence. **The vision:** Migratory flows are complex and various, with different purposes, reasons and impacts on countries and local contexts. The proximity of local authorities to citizens implies that they have to respond to the needs and rights of migrants, but also improve the prominence and leading role of migrant citizens. If local governments and communities give them opportunities, migrants will be no longer be in need of care and aid, or worse: associated to security problems,



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victims of racism and social exclusion, exploited or abused because they are without rights. They are more than just workforce and they cannot be considered important only for economic remittances: they can play a professional, cultural, social and political role. They are capable of building relations, strategic partnerships and new development opportunities. They can serve as “bridges” between different communities transferring skills and knowledge. Migration can be a challenge, not a problem: migrants are an essential part of the solution, as vectors of identities, relationships, behaviors that have a direct impact on local communities of origin and destination, linking them.

Session 4: Public Policy and Integration of Migrants in Cities

Chairperson: Ms. Jill Helke, Director, ICP, IOM

1. *China’s Migration Management Policies*”

Presenter: Mr. ZHENG Qingxi, Foreigners’ Services Management Division, Bureau of Exit and Entry Administration, Ministry of Public Security (MPS)

Visa policy is an important part of the migrant management system, which should promote the development of local urban regional economy, tourism and social progress. MPS measures promote innovation and development of urban immigration service management policies. On July 1, 2015, the Ministry of public security launched support for building Shanghai into an innovation and Technology Centre through a series of immigration policy measures. On March 1, 2016, the Ministry of public security launched 20 immigration policy measures in support of innovation development in Beijing. The Ministry of public security set up in ‘Zhongguancun’ foreigners permanent residence Services a window to shorten the approval process to obtain port visa and permanent residence permits at Zhongguancun for those foreign and local enterprises that employ foreign technical personnel. High-skilled talents with a doctoral degree or long-term overseas Chinese entrepreneurs in Zhongguancun are provided with a convenient channel to apply for permanent residence. International students in Beijing Universities are allowed to apply for part-time entrepreneurship in Zhongguancun. Exit-entry Administration and frontier inspection organs of public security organs investigate and sanction the three illegals (Illegal entry, stay and work). In the 4 following cases the detention will be reconsidered: People under 16 years of age or above 70, pregnant or nursing women with infants under one year of age, people with serious illnesses.

2. *“Migrants shaping cities – the Nigerian community in Guangzhou”*

Presenter: Mr. Omeh NWOKPOKU, Consul, Consulate-General of Nigeria in Guangzhou

Vast number of single visits of Nigerians entering and exiting Guangzhou airport goes up to more than 200/day. Long term Nigerian residents are widely spread out throughout Guangdong province. There is high mobility between Nigeria and Guangzhou - mostly for short visits to buy goods, contrasting the long-term stayers. This mobility has a clear link with trade making Guangzhou a trading hub. **Realities:** the issue of mixed marriages between Nigerians and Chinese, the question of the Hukou for their children, the question of dual nationality etc. English language services at the airport have improved but it can be optimized.

3. *“European Migrants in China”*

Presenter: Dr. Brigitte Suter, Senior Researcher and Lecturer, Malmö Institute for Studies of Migration, Diversity and Welfare (MIM) at Malmö University in Sweden

An increasing number of Chinese cities are globalizing and thus attracting foreign skilled migrants. They have become a contact zone in which ethnic/cultural diversity and identities are encountered and negotiated. The majority of European migrants can be categorized under young talents or in-corporate transfer expats. They act as a link between their host country and country of origin and even once they return, they have the potential of being a





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catalyst for change. Though the role of highly skilled foreign labour remains under-researched, academics and policymakers are giving it greater importance.

Session 5: Reflections

Presenter: Mr. Pär Liljert, Head of Office, IOM Liaison Office in China

The following set of reflections represents the essence of the seminar's discussion. Compiled by IOM at the end of the second day, these considerations follow the objective of the seminar, namely supporting policy-makers in formulating new, improved policies in support of sustainable and inclusive development by highlighting the positive potential of migration and migrants and measures to tackle the risks of mixed migratory flows between EU and China:

- A mobile and divers world requires **flexible migration governance** that responds to change and transition.
- **Enhanced inter-governmental cooperation**, at central and city level, is necessary to effectively address issues related to the concept of migrants and cities.
- Policy issues in terms of **internal migrants** - hukou, social welfare, left-behind children and elderly care-takers - should be taken into consideration in the course of policy making at central and city level.
- Guangzhou sets an excellent example in China terms of management of foreigners/migration governance, which should be used as **a model by other Chinese cities**.
- **City-to-city cooperation under China-EU partnership** is an important instrument for the benefit of migration management.
- **Migrants increase cities' growing interconnections** and are an essential part of linking communities of origin and destination, i.e. city of Milan.
- **Migrants associations** can play a key role in the social integration of migrants.
- Successful **integration** of migrants starts from the local/city level.
- **Foreign talents** are key to China's future economic development, as the country is transforming from a labour-intensive to a high-end industrial economy. However, policies on **foreign low skilled labour** are also be required.
- Recognising the efforts already made, China needs to draw on foreign sources of talent including both the overseas Chinese diaspora and non-Chinese ethnic foreign nationals through continued **easing immigration policies**.
- **Dual citizenship** can attract more talent to China.
- More in-depth **studies and research** is needed on the challenges and opportunities around migrants and cities.
- **New urban agenda** must maintain a harmonious approach taking into account both migrants and local populations.
- Further **dialogue and exchanges**, involving all relevant partners (local authorities, central authorities, academics, foreign experts, international organisations, city-to-city cooperation - and potentially also private sector, employers and employment agencies and the migrants themselves etc) is needed to further **develop policies on migrants and cities**.

Closing Remarks

Mr. ZHENG Kaizhang, Director-General of Guangzhou Migrants' Services Bureau, thanked IOM for facilitating the seminar and having chosen Guangzhou as host city. He referred to the Vice Mayor's speech and repeated that Guangzhou is one of the major cities in China known for its openness and international commerce. He indicated that



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there are currently 7.95 million migrants residing in the city of Guangzhou (January 2016). In the Yuexiu region alone (foreign population 10,175), there are 13 Consulates General, representing 151 countries and regions. Mr. ZHENG stated: *“We are proud to be among the first to have explored the topic of floating population, to have established community-based service centres, to have established 5 year plan for migration management, to have set up a bureau for migrants service, to have introduced integrated service centre and recruited foreign volunteers in various social provisions areas”*.

Mr. Pär Liljert, Head of Office, IOM Liaison Office in China, closed the seminar by thanking all participants for their presence, interventions and participation in the discussions; the MFA, the European Union for their support, the Vice Mayor of Guangzhou, MPS, MOHRSS, SAFEA, NDRC, Consulate Generals in Guangzhou, experts and academics, ILO and other contributors.



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