Support to the Mobility Partnership between the European Union and the Hashemite Kingdom of Jordan

Training course: Fostering benefits for all. Outreach and service provision to Jordanian expatriates

Background Material
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Support to the Mobility Partnership (MP) between the European Union (EU) and the (JEMPAS) Hashemite Kingdom of Jordan

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<tr>
<td>ARCP</td>
<td>Arabic Regional Consultative Process on Migration and Refugee Affairs</td>
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<tr>
<td>ECOWAS</td>
<td>Economic Community of West Africa</td>
</tr>
<tr>
<td>EMN</td>
<td>European Migration Network</td>
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<tr>
<td>ETF</td>
<td>European Training Foundation</td>
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<tr>
<td>EU</td>
<td>European Union</td>
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<tr>
<td>GFMD</td>
<td>Global Forum on Migration and Development</td>
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<td>GLMM</td>
<td>Gulf Labour Markets and Migration</td>
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<tr>
<td>GMG</td>
<td>Global Migration Group</td>
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<tr>
<td>GOJ</td>
<td>Government of Jordan</td>
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<tr>
<td>HKJ</td>
<td>Hashemite Kingdom of Jordan</td>
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<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
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<tr>
<td>ICMPD</td>
<td>International Centre for Migration Policy Development</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<tr>
<td>IOM</td>
<td>International Organization for Migration</td>
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<td>JIC</td>
<td>Jordan Investment Commission</td>
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<td>JEC</td>
<td>Jordan Expatriate Conference</td>
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<tr>
<td>JEMPAS</td>
<td>Support to the Mobility Partnership between the European Union and the Hashemite Kingdom of Jordan</td>
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<td>JRPSG</td>
<td>Jordan Response Platform for the Syria Crisis</td>
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<tr>
<td>M&amp;D</td>
<td>Migration and Development</td>
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<tr>
<td>MICIC</td>
<td>Migrants in Countries of Crisis</td>
</tr>
<tr>
<td>MOFAE</td>
<td>Ministry of Foreign Affairs and Expatriates</td>
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<tr>
<td>MOIA</td>
<td>Ministry for Overseas Indian Affairs</td>
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<tr>
<td>MOICT</td>
<td>Ministry of Information and Communications Technology</td>
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<tr>
<td>MOL</td>
<td>Ministry of Labour</td>
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<tr>
<td>MOPIC</td>
<td>Ministry of Planning and International Cooperation</td>
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<tr>
<td>MPI</td>
<td>Migration Policy Institute</td>
</tr>
<tr>
<td>NMT</td>
<td>National Migration Team</td>
</tr>
<tr>
<td>OECD</td>
<td>Organization for Economic Cooperation and Development</td>
</tr>
<tr>
<td>RCP</td>
<td>Regional Consultative Process</td>
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<tr>
<td>SADC</td>
<td>Southern African Development Community</td>
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<tr>
<td>SDG</td>
<td>Sustainable Development Goal</td>
</tr>
<tr>
<td>SMART</td>
<td>Specific, Measurable, Achievable, Realistic, Timely</td>
</tr>
<tr>
<td>TM</td>
<td>Trainers’ Manual</td>
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<tr>
<td>UNDESA</td>
<td>United Nations Department of Economic and Social Development</td>
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<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<td>UNHLD</td>
<td>United Nations High Level Dialogue</td>
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<tr>
<td>UNOTC</td>
<td>United Nations Convention Against Transactional Organized Crime</td>
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<td>WB</td>
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Introduction and use of background material

This Background Material and its accompanying Trainers’ Manual were prepared within the framework of the ‘Support to the Mobility Partnership between the European Union and the Hashemite Kingdom of Jordan’ project (JEMPAS), as part of its policy and capacity building support to the Jordanian Government. The project is implemented by the International Centre for Migration Policy Development (ICMPD) and funded by the European Union (EU).

The two documents were drafted upon the request of the Hashemite Kingdom of Jordan (HKJ), with the aim to develop a training course for diplomatic and other relevant government staff on Expatriate Engagement. The training entitled ‘Fostering benefits for all. Outreach and service provision to Jordanian Expatriates’, will be provided through the Jordan Institute for Diplomacy (JID).

The training course supports the overall objective of the HKJ to bolster its expatriate engagement. This goal is reiterated in the ‘Strategic and Implementation Plan for Expatriates 2014-2018’ which serves the Ministry of Foreign Affairs and Expatriates (MOFAE) as a roadmap for its actions and policies (see Session 1.2, Box 1 for more details).

The Background Material introduces trainers to the topic of expatriate engagement, provides useful links to additional resources, as well as a range of examples to facilitate and inspire the learning process. The Background Material and the Trainers’ Manual are built around five learning sessions and are tailor-made to fit the Jordanian context and needs. Both reflect on the theoretical background to the concept of expatriate engagement and the practical aspects of how governments can engage with their citizens abroad.

Key aspects are included, such as interinstitutional coordination among government stakeholders, tools for mapping and identification of expatriates, and methods for engagement and communication, all explained in the context of Jordan and drawing on lessons and examples from other countries.

The Trainers’ Manual describes in detail how the different sessions should be delivered. The Manual’s implementation guide provides a description of each session, respectively outlining the envisaged learning outcomes, applicable methodology and detailed process of delivery. Handouts for the different training session are also provided as part of the Trainers’ Manual.

This Background Material will be used as a general resource on expatriate engagement for diplomatic and other relevant government staff and thus is not limited in its use to the preparation of dedicated training sessions only. For trainers and preparation of the course, however, the Background Material should be read together with the Trainers’ Manual.
Overview Training Course

The following section outlines the training course and its sessions, as detailed in the Trainers’ Manual. The Background Material follows the content session structure, providing more detailed information as well as links and further reading on the different topics covered. Please note that Session 0 only applies to the Training Manual.

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**Evaluation and closing**

- Assessment & review
- Evaluation & closing

**Total of training hours: 11.8 hrs (2-day training)**
Session 1: Introduction to migration and development and areas for expatriate engagement
Session 1: Introduction to migration and development and areas for expatriate engagement

Introduction

The purpose of the first session of this Background Material is to provide readers with a theoretical overview of the concept of expatriate engagement and explain how it fits into the broader discourse on migration and development (M&D). This objective is pursued by introducing the basic definitions of migration and development respectively, discussing how the two are interlinked, and which possible positive contributions migration can make towards development. It goes on to highlight how expatriate engagement can serve as an important tool to harness the potential of migration for the development of a country. The session also explores the link between M&D in the context of Jordan. It identifies opportunities for reaping the benefits of migration, through the engagement with its expatriates introducing several areas for expatriate engagement and providing information on investing back into Jordan.

Suggested Videos

Introductory video: Migration. Animated video Saint George’s School. Bogota, Colombia. 2011: https://www.youtube.com/watch?v=HfSD9_t61g8

1.1 Migration and development - definitions and concepts

1.1.1 Migration

There is no one universally accepted definition of migration, however, some institutions have made an effort to collect the most commonly quoted definitions from migration glossaries such as the one authored by the European Migration Network (EMN):

<table>
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<tr>
<th>Migration</th>
<th>Migrant</th>
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<td>“In the global context, movement of a person either across an international border (international migration), or within a state (internal migration) for more than one year irrespective of the causes, voluntary or involuntary, and the means, regular or irregular, used to migrate”.¹</td>
<td>“A person who leaves from one country or region to settle in another, often in search of a better life”.²</td>
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<td></td>
<td>“A person who voluntarily decides to move, without intervention of external compelling factors, thus making a clear distinction between voluntary and forced migration”.³</td>
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³ Ibid, p.40
The definition of migration emphasises movement, irrespective of causes and means, which thus includes refugee flows, economic migration and internal displacement, above others. However, one must also consider duration as an important aspect to defining migration. While the definition above gives a period of at least one year for a movement to be considered migration, it should be noted that this duration may therefore exclude many seasonal or temporary migrant workers. Therefore, migration scholars often use a time period of at least three or six months to capture these additional migrants.

It is important to be aware that each definition of migration carries a particular standpoint, through which it is perceived and dealt with.

1.1.2 Development

Just as with migration, there is not a single agreed upon international definition of ‘development’. The concept of development has “different meanings in different socio-cultural contexts”. One could consider development as the process of improving overall quality of life of any given group of people. This process can be interpreted through many lenses. Since the 1990s, the human development approach has taken centre stage, including a focus on individual rights protection/fulfillment and expansion of capabilities versus looking strictly at economic development (GDP growth/GNI growth).

Concretely, the human development approach views human beings as agents of development and is about “empowering people to pursue the goals they have reason to value. Income and economic growth are seen as a means and not the end of development”.

1.1.3 Migration and its interlinkages with Development

Shifts in discourse on ‘development’ over time have also influenced the way migration’s impact on development has been perceived. This refers to periods of time when migration was considered positive in aiding development and other times when migration has been seen as inhibiting development. With the human development approach now being the dominant discourse for studying migration, positive views on migration have regained prominence. There has been an emphasis on remittances as a new development mantra and migrants as development actors (see section 1.3.1 on remittances).

The changes in the M&D debate over time are shown in figure 2 below. M&D were previously separate areas of concern, which, at times considered migration as a symptom of development failures. In sharp contrast to this thinking and practices came the shift towards understanding that migration from developing to developed countries could play an important role in the development of poorer countries of origin. Considering M&D as one common rather than two separate areas of concern, encourages the adherence to the requirements of the topic’s complexity by asking

5) Ibid, p. 38
more specific questions such as:

- What kind of development and on which level?
- What type of development (economic, social, political, etc.)?; and
- For whom and in which context?

Migration is commonly believed to be driven by dire circumstances in origin countries such as poverty and violence. Basic economic theory supports this view by concluding that “higher income in ‘developing countries’ will prevent migration to ‘developed countries’”. However, given their lack of resources, it has been proven that it is not always the poorest who migrate. To the contrary, “migration is an inherent part of development which means that economic development and increasing income will lead to a rise and not decline in migration”. Only once a country has reached a certain level of development will emigration flows decrease. Furthermore, it is important to note that migration can lead to development both at macro, meso, and micro levels as well as support growth in both, countries of origin and destination.

Figure 1: How development affects migration in theory and practice

Migration Transition Theory

Migration Transition theory in practice


Figure 2: Change of the migration and development debate over time

Macro-level

At macro level, M&D refers primarily to how this nexus affects institutions either in the host, destination, or transit countries. While migrants are not themselves likely to directly contribute to changes at this level, governments may respond to aggregated trends. For example, they can choose to establish appropriate frameworks that serve to enhance migrants’ positive contributions overall. Sending countries, in particular, may create incentives for expatriates to invest in or engage with that country. Moreover, ‘highly-skilled’ returnees can boost growth and innovation through knowledge exchanges or financial distributions from investments and business, or they may choose to temporarily return to share the knowledge and experiences they have acquired abroad with their country of origin. On the other hand, destination countries may profit from increases in available labour resources which would lead to reduced labour costs, while they may also benefit from innovation and cheaper production costs for consumer goods. Overall, governments of both destination and countries of origin can adapt measures to capitalise on the developmental impact of migration.

Meso-level

Migration can also effect development at the meso level positively in both the country of origin and the country of destination. At the country of destination, migrants bring new cultures, knowledge, and skills with them that not only create a more vibrant environment but can also help to spur positive competition and innovation in work places and schools. In the country of origin, collective remittances can help to create new infrastructure or programmes at a community level. Migrants can also invest in their communities individually. Financial remittances can help to reduce inequalities and social remittances can bring new norms, values and systems of practice to a community.

Just as with the micro level, not all effects are positive or seen positively. Migration can also exacerbate inequalities in a community and social remittances are not always received with open minds.

Micro-level

Migration can impact both the individuals and households at a micro level. Usually, a migration experience benefits the individual migrant’s development, both socially and economically. For instance, they may gain access to higher income or acquire new skills, which in turn may have a personal empowering effect. These positive impacts can also be felt at household level, particularly if migrants maintain a close relationship with their countries of origin, where they might remit money back home. These extra resources are often applied towards education, healthcare, or housing. In other instances, ‘social remittances’ may be sent in the form of new ideas, knowledge, norms, practices, and values.

As outlined above, migration can have negative effects at the micro-level as well. Migrants may encounter challenges in the host country, especially when they find themselves vulnerable due to an irregular status or from other difficulties in adapting to
a new context. Family members left behind may also find themselves more vulnerable, as with children who might be raised without their parents.

1.1.4 Drivers of migration

Having established that migration is increasingly viewed as having a positive impact on development, the following section takes a step back and considers what initially drives people to migrate. People choose to migrate for many reasons, and an individual’s decision to move can be influenced by various elements. These elements in their simplest form are referred to as push and pull factors. Push factors are those that drive people to leave their country, such as economic, political, or social instability. Pull factors attract people to a country of destination, for reasons such as better work opportunities, a more peaceful (political or social) environment, or functioning social and educational systems. Some of the most common key factors for migration can be both push and pull factors:  

- **Economics**: Disparate living standards and wages between countries often lead people to search for “better” employment opportunities and decent work;
- **Demographic imbalances**: Aging economies and shrinking labour forces in developed countries are attractive for people in developing countries with young and large labour forces experiencing high unemployment;
- **Infrastructure**: Governance and public services often suffer under poor governance and corruption, encouraging people to migrate;
- **Political instability and conflict**: Threats to personal safety for an individual or their family can have a strong influence on a decision to leave;
- **Social and political freedom**: Reductions to personal freedoms of thought and religion, discrimination based on ethnicity, gender, race, or religion, and political persecution can all influence a decision to migrate;
- **Environment**: Floods, soil and coastal erosion, droughts, and earthquakes all have impacts on livelihood as well as health and security, making some people unable to remain in their home areas; and
- **Transnational networks**: The existence of migration networks and organised migration communities in destination countries can sometimes change perceptions on migration and make such decisions more accessible.
- **Tourism**: Whether for business, education, health, or simply leisure, migration tourism represents an increasingly important avenue for social and economic growth for countries of destination.

It is also relevant to consider the interdependence of the drivers of migration, migration itself, and the impact they have on countries of origin and destination. In this regard, it is important to note that the directionality between M&D is not only linear, from migration to development. At the same time, development can also affect migration.

1.1.5 Expatriates as actors for development

As outlined above (see section 1.1.2), the human development approach highlights the individual’s role as main actor of development processes. Against this background, migrants and expatriates can be partners in the development of countries of origin and destination. Thus, while migration itself presents both economic and social development opportunities for countries, expatriate engagement provides a ’tool’ for countries to access and benefit from these opportunities. Today, expatriate engagement is seen as an important part of the M&D discourse. A growing number of governments that actively integrate expatriate engagement into their national initiatives and policies are evidence of this trend. For many countries, it is crucial to ensure close links with their expatriates, particularly the highly skilled given their tremendous potential to contribute to the development of their countries of origin.

The term expatriate community or diaspora refers to “individuals and members of networks, associations and communities, who have left their country of origin, but maintain links with their homelands”.10

The aim of engaging with expatriates is to strengthen a sense of national identity and linkages to their country of origin, and to promote their contributions towards the social and economic development of the country. Their assets vary and are linked to social, cultural, financial, and human capital that can be both generated or reinforced through the migration process. Contributions can be made in terms of finances and investment, new ideas, innovation, knowledge or skills. Expatriates can even serve as mediators through the networks they have established, which can in turn support businesses start-ups or bring about social change. (See Session 3 for more detailed and contextual information related to expatriate engagement for Jordan.)

Specific contributions

The potential contribution of expatriates for both countries of destination and of origin, encompass cultural, educational, financial, and social aspects.

10 Ibid.
Economic/financial

The economic advantage that expatriates carry lies with their potential for investment. Such investment could include:

- Engagement in transnational trade and investment, such as when setting up small and medium enterprises or contributing to foreign direct investment;
- Remittance expenditures on education, health, food, clothes should be perceived as human capital investments that contribute to productivity; and
- Services and goods offered by expatriates in destination countries that cover a niche market otherwise unavailable.

Remittances

The impact of migration on development is often linked with the concept of migrants and expatriates’ remittances transfer to the country of origin. “In the global context, a remittance is a cross-border person-to-person payment of relatively low value. In an EU context, [a remittance is] a financial transfer from a migrant to one or more beneficiary in the migrant’s country of origin.”

Although, remittances can also boost business, investments, and trade, they are private funds over which governments do not have any real influence. Remittances are typically used to improve living standards of family members and are mostly spent on consumption, education and health services. It is found that only a small percentage of remittances are utilised for business or income generating activities, which are areas that would typically have more long-term impacts on development. As a result, the benefits of remittances are mostly felt at the micro-level. At the macro-level, remittances can help to build human capital in a country, which, again, is mainly
accomplished through improved access to health care and education that is measured at the micro level. To direct the use of remittances into development, it is important to encourage productive investment. What is often desired is to narrow the gap between where migrant families prefer to use remittances and where governments would want to target remittances for broader economic and social development. It is important to include the transfer of skills and knowledge, rather than only focus on financial remittances.

**Return Migration**

Return migration can be a relevant concept for countries of origin to boost their development. At a certain point, countries may discover that they suffer from a loss of their highly skilled migrants. Such loss for countries of origin is twofold: past investment in human capital is lost for the benefit of another country, while there is a simultaneous loss in opportunity to apply a significant proportion of that human capital for future growth and development. Emigration of skilled citizens, is thus often referred to as brain drain, a term used to describe the migration of human capital resources, and mostly applies to highly educated migrants from developing countries to developed countries; it is considered a hindrance to these developing countries in regards to development.”

It is important to note that not all emigration of skilled workers should be understood as a negative event for a country. In fact, the emigration of skilled workers may sometimes provide both an economic and social answer to a country’s high unemployment rates. But these rates fluctuate and it remains important for governments to maintain close ties with expatriates to meet changing domestic needs and, when possible, to animate temporary returns, encouraging expatriates to transfer back their ideas, knowledge, norms, and skills. These non-financial returns are also referred to as ‘social remittances’. Permanent returns, in turn are not always attractive to expatriates, particularly for those who have integrated well into their host country.

**Knowledge**

Expatriates can help to boost growth and innovation by transferring the knowledge and skills gained from their migration experience. This value can be put to use in any country with which they have a connection. However, the knowledge resource of migrants is most valuable to their countries of destination and origin, and can be tapped as part of circular migration flows.

**Social**

Expatriates have the potential to contribute ‘social remittances,’ which is a contribution flow of culture, ideas, ideologies, and knowledge. Due of their mobility, migrants are also likely to be participants to the economic, cultural, social, and political spheres of more than one place. Similarly, their access to resources and social relations across various places enables them to engage in a broader range of development initiatives than would otherwise be typical.

Cultural

Expatriates bring ideological, cultural, linguistic, and religious diversity, and may also incorporate ideas, norms, and values of the host society into their own cultural repertoires. This kind of social interaction can facilitate cultural exchange and enrichment for both countries.
1.2 National framework for migration and development in Jordan

Following the overview of M&D which has been outlined above (see section 1.1), the rest of this session aims to contextualise the aforementioned definitions and concepts to the realities and experience of the HKJ. In Jordan, the link between M&D is increasingly recognised and gradually reflected in government policies and tools. A few key examples are included below.

### Box 1: Key national frameworks for migration and development in Jordan

**The Strategic and Implementation Plan for Expatriates 2014-2018**

The plan outlines the HKJ’s intention to serve and protect the interests of the Jordanian expatriates. It sets out four strategic objectives to strengthen its expatriate engagement:

- Protect rights and interests of the Jordanian expatriates;
- Institutionalise and deepen the process of communication and contact between Jordanian expatriates and the homeland;
- Improve consular services provided by the Jordanian missions; and
- Encourage the contributions of expatriates and their participation in the comprehensive development process in the Kingdom.

**A Mobility Partnership with the European Union**

Jordan has also incorporated M&D into its international cooperation. For example, in October 2014, the Government of Jordan and the EU established a Mobility Partnership (MP), creating a flexible framework for enhanced cooperation in the field of migration and mobility.

It is in support of this partnership that the three-year technical assistance JEMPAS project was initiated in 2016. The project focuses on two areas:

- Engagement with Jordanian Expatriates Abroad; and
- Prevention of Trafficking in Human Beings.

The project has already led to important advances in the development of migration policies, including an outreach communication strategy aimed at strengthening the dialogue with Jordanian expatriates (see more details on the communication strategy and communication plan in Session 4).

**Bilateral Agreements**

Other examples of tailored policies implemented by the HKJ, include the bilateral agreements on labour mobility entered into force with a number of countries:

- Labour agreement with Qatar (1997);
- Labour agreement with Kuwait (2001);
- Labour agreement with UAE (2006); and
- Labour agreement with other (minor) Arab receiving countries.
1.2.1 Key emigration trends in Jordan

The link between M&D in Jordan is rooted in the country’s long history of migration, which has influenced the development of its political and economic structure. Like many other countries, Jordan serves as both a sending, receiving, and transit country for migrants and expatriates. Historically, Jordan has been both a country of destination and origin for migrant workers. However, a lack of natural resources, coupled with scarce job opportunities, has resulted in heavy emigration trends that primarily flow towards the Gulf states followed by the USA. A movement beginning in the mid-1970s, hundreds of thousands of well-educated and highly skilled Jordanians have since migrated for employment. According to the MOFAE, the current number of expatriates is around 1,000,000, though other sources are more conservative, with the estimate closer to 780,000.

Figure 5: Top Ten Destinations for Jordanian Expatriates Around the World, 2013

While the exact number of expatriates will continue to be difficult to determine, it is widely accepted that flows are often circular in nature and those who emigrate often return to Jordan. At times large flows of returns have been observed after changes to immigration policies in receiving countries. Recent examples of events that prompted such returns are the first Gulf War, the 9/11 attacks in the USA, and the economic declines in the Gulf states that occurred around 2008. However, emigration has been overall positive for Jordan, both in terms of reducing the impact of high unemployment within the country and by improving the livelihoods of expatriate families. Additionally, remittances from Jordanian emigrants continue to be an important source of income for the HKJ as outlined in more detail below.

13) De BelAir, 2016, p. 9
1.3 Encouraging expatriate contributions for development

Given the particular country context, specific areas of engagement with expatriates could focus on productive uses for remittances, provide a strong framework to encourage returns, or simply advertise tourism. For instance, in a country of origin where the expatriate community are largely entrepreneurs and business owners, one engagement focus may be investment in the country of origin. On the other hand, in a different setting expatriate engagement may revolve around remittance flows or rights protection. Tourism also plays an important role in development by capitalising on migrant remittances and income from tourism which can be leveraged to promote tourism-related initiatives and investment at a local and national level in the country of origin.

The following section outlines how expatriates can contribute to development in Jordan and in turn, how the government can leverage these opportunities be it through remittances and investment, social and skills transfers, or tourism.

1.3.1 Remittances and Investment

Already an important source of income for the country, Jordan can benefit from migration through its expatriates’ remittance transfers. For the HKJ, personal remittances reached approximately 11.1% of the country’s 2017 GDP, according of the World Bank (in 2015, 14.3%). Personal financial remittances are one of the most concrete links between M&D. As a measurable commodity with tangible impacts, these are often a prime focus for expatriate engagement.

Figure 6: Annual Personal Remittances and Growth 2011-2015 (JD Million)

Source: Bilateral Remittances Matrices 2010-2015, World Bank

For updated data consult: https://data.worldbank.org/indicator/bx.trf.pwkr.dt.gd.zs
For many families, remittances greatly improve their quality of life and they depend on remittances for every day expenses including healthcare and education. This is confirmed by a 2014 household survey, which showed that 88% of migrant households indicated using remittances for daily needs, 27.5% used them for education and training, but only around 2% applied them for investments. Based on this study alone, one possible focus for engagement could be to communicate more about investments.

Further initiatives in this area commonly could evolve around two aspects:

- Strengthen remittance infrastructure and lower transfer costs; and
- Provide opportunities for productive investments.

The infrastructure for remittances can be strengthened by lowering costs relating to money transfers or ensure there are secure and efficient channels available for sending remittances.

According to research, expatriates consider a number of factors when deciding how to direct their remittances, such as for business investment. They are shown to review factors like administrative efficiencies, available business services, corruption levels, investment promotion, and labour costs. Family relations and community links are also important for expatriates before investing. For instance, expatriates very commonly support infrastructure projects or other initiatives that directly benefit their communities of origin. It can be said that both rational and emotional reasons are behind investment decisions. Generally, government policies and programmes that aim to enhance investment should therefore seek to address these issues. The Jordan Strategy Forum suggests the following initiatives:

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17) JSF (2017), p.5
18) Ibid
Enhancing business procedures;
Encouraging entrepreneurship programmes;
Promotion of investment in financial sector and financial intermediaries; and
Investment and donations in community projects.

An important actor to mention with regard to expatriate engagement and investment in Jordan is the Jordanian Investment Commission (JIC), which primarily works on promoting, and developing investments and exports in addition to supporting development areas and free zones across the HKJ. In its endeavour to nurture investments, JIC aims to guarantee a sustainable environment that attracts investments and stimulates economic growth. The Commission’s work on enhancing trust in Jordan’s improved and better organised investment environment, also serves to promote more exports to new markets around the world. (For more information about the JIC, refer to Annex 1.)

Box 2: Initiatives to enhance the investment ratio of remittances: Jordan, New Zealand

New Zealand

New Zealand is only one of several developed countries to pursue well-connected expatriates to then support the attraction of Foreign Direct Investment (FDI). New Zealand has set up a ‘World Class New Zealander’ network of high profile businesspeople in key markets, hoping to attract wealthy expatriates and ‘friends of New Zealand’ to invest in the country.

See: https://www.keanewzealand.com/world-class-nz/


Box 3: Examples on facilitation of remittances transfers: Jordan and Germany

Digi#ances stands short for ‘Digital Remittances’ and is a three-year project (Oct 2015-Sept 2018) that is jointly implemented by the Central Bank of Jordan (CBJ) and the German International Development Cooperation Agency (GIZ). In view of the importance of remittances and the usual dependence on bank accounts or other high-cost systems, the project seeks to improve access to digital financial transfer services. It seeks to increase access to transfers and lower the costs for those most in need, particularly refugees.

How does it work:

The project addresses three relevant areas:

1. Digital transfer service: development of a national mobile application.
2. Awareness of services: information campaign and training courses.
3. Regulatory framework: the Jordanian regulatory framework must be amended to allow digital money transfers across borders.
A national mobile transfer service is also likely to benefit Jordanians abroad. Once in place, the services can thus also be communicated to and benefit Jordanian expatriates and their loved ones in Jordan. See: https://www.giz.de/de/downloads/Digi-ances._Money_Transfers_without_Borders_[GIZ_2016].pdf

**GeldtransFAIR** is an online portal that collects information on the costs for transferring money from Germany to foreign destinations. The portal allows users to search and compare fees, exchange rates and even the transfer speed for over 20 countries. The portal was developed by the Centre for International Migration and Development (CIM) and the Frankfurt School of Finance and Management, and was financed by the German Ministry of Economic Cooperation and Development. The World Bank Standards for Remittances Databases certified the portal for its transparency and usability.


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**Box 4: Initiatives to enhance investment of remittances into productive investments: Mexico and El Salvador**

**Mexico – Programa Tres por Uno (three for one program)**

Established in 1999, the Programa Tres por Uno is one of the most well-known remittance programmes. It works by monitoring remittances flowing through the program and matching them at the municipal, state and federal levels. The matched funds are directed to public works projects, such as transportation, sewage and drinking water, and power infrastructure. In 2004 more than USD 50 million had been committed, which accounts for 3.24% of all remittances received by Mexico.

**Mexico - Programa Invierte en Mexico (Invest in Mexico)**

In 2001, the Inter-American Development Bank and Nacional Financiera – Mexico’s prime development bank – initiated a programme to encourage affluent Mexican expatriates to invest in Mexico. This microfinance program provides technical support and loans for migrants who commit to invest in small businesses, such as small groceries, restaurants or gas stations. By 2008, the budget grew to USD 2.2 million.
1.3.2 Return migration and skills transfers

Jordanian migrants who return can also have a positive impact on development. Overall, returns imply a pattern of circular migration that is not a permanent loss of skills, and those migrants are likely to bring back valuable assets:

- New knowledge that strengthens innovation and development; and
- Investment capital.

Currently, these values are not systematically being accessed. The Jordan Strategy Forum suggested that returning Jordanians should be considered “a previously untapped resource that can contribute greatly to the economic development of the country, and possibly expanding the private sector”.\(^{19}\) Initiatives that encourage brain circulation, rather than brain drain, could mean reaching out to young graduates who studied abroad or other highly skilled migrants. However, the likelihood for a migrant to return depends on a range of factors, such as length of an employment contract, the existing level of integration they achieved in their host country, or even the immigration policies in place in the host country. It is imperative to keep in mind that despite important emotional links to the country of origin, the calculation for the individual may still not favour return. Therefore, creating an enabling environment that is conducive to returns will be important.

In Jordan, no critical skills shortages caused by emigration of skilled Jordanians are presently reported. On the contrary, domestic job opportunities are insufficient when aligned with what is commensurate to qualifications. Furthermore, many families are dependent on remittances for their daily expenses, and reduced flows from these international sources would have an immediate negative effect on many households. Nevertheless, it is possible for returning Jordanian expatriates to present both short and long-term opportunities for the overall development of the Kingdom. In particular, the skills brought back by these returning Jordanians can be understood as an untapped
resource, one that can greatly contribute to Jordan’s economic development or serve as a catalyst to expand the private sector. Initiatives to facilitate their contribution could include:

- **Return and reintegration**: Initiatives can be made to streamline procedures, minimise administrative bottlenecks, and make information on procedures for return and reintegration more readily available.

- **Temporary and virtual returns**: Programmes that facilitate less-than-permanent returns can help build the overall capacity of Jordanian nationals in specific sectors, by allowing expatriates with unique skills to return just long enough to transfer their knowledge. Those returning can serve to fill critical skills gaps that balance against the effects of brain drain.

- **Investment Information**: Systems should be improved to supply expatriates with regular information about domestic investment opportunities. This could include online information that is complimented with outreach events.

- **Streamline Business Rules**: By facilitating the registration of companies, expatriates can be encouraged to remit investment directly and even in locales not otherwise identified by government initiatives. Such a process works to prioritise the value of the networks that expatriates cultivate during their time abroad.

- **Training**: Programmes should be explored to target entrepreneurs and investors abroad with specific trainings, particularly providing them with project management skills.

- **Grants**: Initiatives that match grants can be an efficient incentive that directs expatriate contributions towards a development project. They essentially match these personal contributions with those from the various levels of domestic government, civil society or other private sector sources. Such grant-funding schemes are sometimes available for priority initiatives, such as those that are through international organisations and donors.

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**Box 5: Initiatives on returns and skills transfers**

**UNDP’s TOKTEN** (Transfer of Knowledge through Expatriate Networks) programme. This programme for expatriates involves facilitating their temporary return for short-term assignments. Beneficiaries may work with public or private institutions, including universities or NGOs, in fields ranging from agriculture and manufacturing to health, law, management, or technology.

For instance, a TOKTEN-UNESCO programme at the University of Mali brought Malian professors to fill urgent teaching and research needs. These visiting professors had previously been working in Europe, North America and Africa within a wide range of fields.

In Palestine, TOKTEN has supplied nearly 200 experts to give technical assistance to the Palestinian Authority ministries to assist them with establishing or improving both physical and institutional infrastructures.


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Box 6: Initiative on social remittances: Colombia

Colombia – Colombia Nos Une (CNU)

The programme was initiated in 2003 and focuses on brain circulation for highly skilled emigrants. It seeks to attract talent without repatriating them. The slogan for the programme is ‘Strengthening ties with Colombians abroad,’ for which five types of strategies have been identified:

1. Human Capital and Knowledge Networks;
2. Trade and Economic Investments;
3. Culture and Values;
4. Community and Sense of Belonging; and
5. Political Promotion.

The strategies have been distinguished through a wide range of actions and awareness raising campaigns, which were launched by the Colombian government between 2011 and 2013. These activities pursued different objectives and were targeted different groups of Colombian emigrants.

Human Capital and Knowledge

One of the core concerns of Colombian Migration Policy is to identify ways to merge the talent and professional skills of Colombian emigrants, in order to improve the scientific development of the country. This is then followed by attracting financial investments from qualified migrants. For this, three kinds of action have been identified: Return, Training of Colombians living abroad and Academic Distance Networks.

The ‘Productive Return Program’ was initiated by the Colombian Consulate in Spain, and offers training in business and management to local Colombians. The goal of this programme is to promote the productive return of capable expatriates who want to start a business or livelihood project in Colombia.

Training of Colombians Abroad: Columbia has made efforts to reach those expatriates who do not wish to return. With the support of public sector institutions, such as Universidad EAN or Bancolombia, CNU offers opportunities to improve the financial skills of expatriates and to offer ways to learn how to become a small entrepreneur. For example, the Consulates of New York and Madrid held courses in leadership skills. Another effort was where Bancolombia was part of a project to improve the emigrants’ financial management through money saving education, on how to use a personal bank account, or by exploring the best channels to send remittances.

Academic Distance Networks: The CNU programme includes a strategy to specifically engage academic and scientific professionals around the world. The programme is investing in a database of qualified Colombians who live abroad, with the aim to promote their networks and provide them with support. It is hoped that these efforts will encourage these professionals to generate research projects with Colombian universities or research centres. One of these initiatives is a collaboration called the “C Network”, which is between the French Institut de Recherche pour le Développement (IRD) and IOM.

1.3.3 Tourism

Tourism is an important category of trade and represents an important source of income for many countries. This is also the case for Jordan, which does not benefit from large scale natural resources. International tourism is seen as a key driver for socio-economic progress, by creating jobs, enterprises and infrastructure development. An important portion of international tourists to Jordan are actually made up of Jordanian expatriates. Through their visits, regardless of the reason, they make important contributions to the national economy. In addition, these visits may further increase their willingness to invest in Jordanian businesses or become involved in local development projects. They may also influence others to visit Jordan who might bring further domestic revenue.

The aforementioned ‘Strategic and Implementation Plan for Expatriates’ of Jordan [see section 1.2, Box 1] also promotes tourism among expatriates and is therefore is an important key focus area for engagement. Possible initiatives that enhance expatriate tourism could include:

- Developing programmes tailored to expatriate tourism, such as heritage trips; and
- Educational and cultural exchange programmes, including summer camps for youth and children.

Another approach would be to involve expatriates as partners in promoting tourism, by:

- Building the capacities of expatriates to serve as informal ‘tourism ambassadors’ in their host countries. This can be done through formal courses, webinars, or other seminars that target expatriates. Expatriates present could serve as resource persons who support embassies and consulates, which are usually only located in the capital cities;

- Involving expatriates in planning and implementation of events promoting tourism in Jordan. Through the networks they have in host countries, expatriates are well placed to help conceive and facilitate such events; and

- Equipping expatriates with information and promotional material about Tourism in Jordan.
Box 7: Examples on initiative to involve expatriates in efforts to promote tourism in countries of origin: Jordan and Ireland

**Know Jordan Initiative**

This initiative was launched early in 2016 by a Jordanian expatriate working in media, Ms. Sally Al Asa’ad. It is supported by the Jordanian Minister of Tourism, the Minister consultant, and a Jordanian activist in the field of Youth and Voluntary Work. It aims to strengthen the connection of the second generation Jordanians abroad to their country of origin, to promote Jordan and to strengthen their emotional ties to the homeland. The initiative targets children and youth from ages 8-16.

**How it works:** The initiative includes cultural tours for children and youth, with the aim of connecting them with Jordanian communities from different social circles, cities and villages. All participants are given the opportunity to organise trips to Jordan, but also to enjoy supervised volunteer roles in the communities. See: [https://www.facebook.com/groups/jordantour/](https://www.facebook.com/groups/jordantour/)

**The Jordanian Tourism Board**

Since 2014, the Jordanian Tourism Board (JTB) has organised tourism courses for Jordanian diplomats. The purpose is to enable diplomats to adapt marketing methods, tools and action programs already adopted by the JTB, and adapt them for use while on assignment. As a result of this training, tourism information is available directly through embassy staff. See: [www.visitjordan.com](http://www.visitjordan.com)

**Discover Ireland**

Ireland is attracting expatriate tourism by heavily promoting genealogy tourism, through which expatriates can trace their family history after several generations. Through its website, expatriates can trace their ancestry. See: [https://www.discoverireland.ie/Things-To-Do/Arts-Culture-and-Heritage/Ireland-though-the-Ages/Tracing-Your-Ancestor](https://www.discoverireland.ie/Things-To-Do/Arts-Culture-and-Heritage/Ireland-though-the-Ages/Tracing-Your-Ancestor)

GFMD and RCPs: https://gfmd.org/gfmd-and-regional-consultative-processes-rcps

Global Forum on Migration and Development (GFMD): http://www.gfmd.org


M4D-Net: http://www.migration4development.org/en

Migration Dialogues: https://www.icmpd.org/our-work/migration-dialogues/

Migration Policy Centre (2016): Migration Profile: Jordan: http://cadmus.eui.eu/bitstream/handle/1814/44065/MPC_PB_201606.pdf?sequence=1

SDGs and Migration by the Overseas Development Institute: https://www.odi.org/publications/10913-migration-and-2030-agenda-sustainable-development

Remittances


MPI Diaspora Engagement: https://www.migrationpolicy.org/topics/diaspora-engagement


Siegel, Melissa (2017): Inagural lecture “Migration &: The Depth and Breadth of Migration Studies”: https://www.youtube.com/watch?v=mdyLgobD-to


Session 2: Interinstitutional coordination for expatriate engagement
Session 2: Interinstitutional coordination for expatriate engagement

Introduction: This section highlights the need for governments to ensure coordination among government stakeholders that are normally involved with expatriate engagement. It also shows ways in which interinstitutional coordination would strengthen the impact and effectiveness of their collective efforts. It begins with an overview of the different Jordanian stakeholders and possibilities of how to further strengthen coordination within the HKJ, even if a formalised coordination mechanism may not have been put into place.

2.1 Why is interinstitutional coordination important?

In enhancing a country’s expatriate engagement, the complex and multidimensional nature of migration becomes clear. As seen from Session 1, ‘migration’ as a concept would not fall under a single ministry’s mandate. Rather, the relevant activities need to be spread across different entities and jurisdictions. Within a government, many different departments and ministries may be directly involved in general migration issues, as well as particularly involved with expatriate engagement. Adding complexity, governments may also depend on non-government actors to address migration issues. With many stakeholders involved, coordination among them is key, in order to ensure a national administration’s approach is coherent for its expatriate engagement.

A well-coordinated approach not only helps the government avoid duplicate efforts, but also helps save time and resources when ensuring that each respective entity is performing in their activities. It is further important to harmonise policies across all entities. A coordinated approach will overall allow the government to respond more quickly and efficiently to expatriate communications, as they can be delegated to appropriate stakeholders. Finally, the intangible value of trust-building between institutions and expatriates will add to perceptions of a joint government response and effort.

2.2 Who are the stakeholders in Jordan?

A key stakeholder is someone “who can significantly influence the outcome of your planned initiative, meaning that you cannot achieve the expected results without their participation and support.”

There are several stakeholders at state and non-state levels of Jordan that play an important role in migration or a role which could be strengthened. Engaging expatriates requires mobilising all relevant stakeholders.

21] ICMPD (2013): Enhancing diaspora engagement. Operational guidelines for South-South and triangular cooperation, Vienna, Austria, p. 77
A coordinated approach among these stakeholders will increase the likelihood of success in expatriate engagement. Some of the benefits that can be derived from enhanced coordination are listed below:

- Set a common agenda;
- Create ownership of responsibilities among stakeholders;
- Avoid duplication across institutions;
- Increase awareness about common initiatives;
- Identify opportunities for involvement and contributions;
- Improve resource efficiency;
- Strengthen information sharing;
- Facilitate identification of needs for government institutions;
- Knowledge and trust-building among stakeholders;
- Increase cooperation opportunities;
- Improve ability to report on responsibilities;
- Distribute responsibilities in pursuit of common goals; and
- Improve ability to refer and respond to communications.

Coordination is the foundation for successful expatriate engagement, and it must occur both within Jordan and abroad. While embassies and consulates function as the main coordinator abroad, they must be grounded in a strong coordination network within Jordan so that they can then coordinate in the host country. This happens both
horizontally, as between government stakeholders, and vertically through individual people and organisations within communities. Experience has shown that mobilisation of expatriates, above others, are often better managed at local level through community leaders. Therefore, embassies and consulates must become aware of how the communities in their host countries are structured and how Jordanian expatriates fit into or are already integrated in that vertical structure. On the other hand, they must also coordinate horizontally to understand how these expatriate communities connect back to local communities in Jordan.

Other stakeholders such as the journalists, media influencers, civil society, and migrant groups have an important role to play. Coordination with these stakeholders should be explored, and when possible, should be included as part of setting the agenda. It is important to remember that these stakeholders represent valuable opportunities to enhance trust between expatriates and governments.

Figure 9: Stakeholders in expatriate engagement for Jordan - Abroad

2.3 How to coordinate and how to improve coordination?

2.3.1 How is coordination undertaken in Jordan?

Interinstitutional coordination is “the ability of a country’s state institutions to respond to a matter that is transversal and cross-cutting between sectors, which is the case of migration”\(^{22}\).

Currently, Jordan has no single migration institution dedicated to, or specialised, in

\(^{22}\) ICMPD (2013), p. 23
dealing with expatriates, and no formalised structure to ensure coordination.\(^\text{23}\) Instead, the responsibility has been institutionalised in a special department under MOFAE.

Cooperation between government departments is already taking place, albeit in an ad hoc manner, for instance through dedicated working groups meeting irregularly on the matter.

The only formal coordination mechanism is through the National Migration Team (NMT), which was established in 2014. It was tasked with the coordination of migration related issues, and thus focused broadly on migration rather than specifically on expatriate engagement\(^\text{24}\). Although the Team does not currently appear to be active, but could be reactivated for different government entities that agree to cooperate on specific objectives in the area of migration.

The HKJ could choose different avenues for coordination in moving ahead with the implementation of its Strategic and Implementation Plan for Expatriates. One would be to revitalise the NMT, while another would be to establish a new entity for coordination, such as a high level advisory board or committee on expatriate affairs that is supported by a working group or taskforce. This latter body would be practice-oriented and less formal in nature than the NMT. Without adequate coordination amongst different agencies, there will likely be little progress towards streamlining leadership to assume responsibility or achieving a ‘secretariat’ for expatriate affairs. The key tasks of a secretariat, a role which aligns with the current structure for MOFAE, would be to:

- Mediate inquiries between expatriates and the appropriate institutions;
- Ensure that relevant government information and opportunities are highlighted to expatriates;
- Maintain oversight of government expatriate policy;
- Maintain awareness of all government entities; activities on expatriate affairs; and
- Build an institutional memory on expatriate engagement.

Expatriate engagement benefits greatly if championed at the highest political level, since this facilitates interinstitutional coordination and gives prominence and legitimacy to the issue.

2.3.2 Challenges

A lack of interinstitutional coordination is likely to pose challenges to expatriate engagement efforts, some of which are highlighted below:

- **Lack of ownership:** Unless there is broad participation in defining goals and setting the agenda for expatriate engagement, they are likely to be incomplete. This will prevent a sense of ownership among the different stakeholders over

\(^{23}\) MOFAE [2017]: Strategic and Implementation Plans for Expatriates 2014-2015, p.2

\(^{24}\) The leadership of the group was later transferred to the Department of Statistics, within MoPIC.
the goals and the neccessary engagement will likely never begin.

- **Lack of information sharing:** A lack of systematic information sharing may facilitate duplicated efforts or otherwise impede progress, due to the fact that stakeholders wouldn’t benefit from existing information to assist their efforts.

- **A lack of synergies:** Limited or absence of awareness about initiatives will lead to missed opportunities for collaboration and contributions between institutions.

- **Strained human and financial resources:** A lack of coordination means missed opportunities to pool human and financial resources. Very often limited resources are available for expatriate engagement and any further strain may hold back progress.

- **Incoherent communication and messaging:** Without coordination, the risk is big that expatriates will receive different messages from stakeholders and the government, reducing trust that the government speaks with ‘one voice’. Another important aspect is that expatriate communications are unsystematically channelled from one institution to another, causing them to stall or remain unaddressed. Expatriates may perceive this as a lack of interest, which negatively impacts trust-building.

- **Lack of sustainability:** Without adequate interinstitutional coordination, government initiatives and efforts are more susceptibe to disruption, especially during periods of high staff turnover. This tends to be the same for many cross-cutting topics.

### 2.3.3 How to improve coordination

Countries choose different formats for their expatriate engagement, as will be illustrated below *(See Session 3, Box 11)*. Irrespective of what format a country chooses, there are elements that will help to ensure successful coordination:

- **A clearly mandated institution:** A clear mandate to a specific entity facilitates coordination and not only gives legitimacy, but also prominence to the issue.

- **An inclusive, comprehensive approach:** Care should be taken to include all relevant stakeholders in the process of coordination, to ensure that the various views and interests are considered in both policies and practices.

- **Clearly defined roles and responsibilities:** By clearly defining roles and responsibilities within a group, all members should understand what they need to individually accomplish to reach the group’s goals. People collaborate better when they are aware of their own responsibilities within a team, as well as those of the others. It is also an important measure to avoid duplication.

- **Joint targets/goals:** By taking an inclusive approach by letting all relevant stakeholders help define targets and goals, there is less risk of missing important aspects. In this way, innovation is encouraged, ownership is deepened and engagement is strengthened.

- **Regular meetings and communication:** Regularly meeting to communicate
progress towards common goals is important to support coordination efforts. It will ensure that all stakeholder knowledge is updated, problems and bottlenecks can be resolved in a timely manner, and buy-in is improved.

- **Harmonized process**: If all stakeholders agree to common processes and procedures, becomes more efficient as both time and money are saved. Processes also become more reliable, as confidence and awareness grows from the mutual agreements.

- **Monitoring**: Monitoring helps stakeholders systematically track the implementation and outputs of initiatives. It is useful to maintain an implementation schedule and to determine when specific activities need adaptation.

- **Transparency**: A transparent approach means making complete information readily available to the appropriate stakeholders. This is important from many perspectives, but most important is the open communication that develops informed decision making. Transparency will also foster strong accountability practices among stakeholders, and make their efforts visible.

- **Flexibility**: It is important to maintain flexibility when involved in coordination efforts, as tasks may vary greatly or may need to happen simultaneously. One example of a flexible response is through creating a subgroup of relevant stakeholders to address such expatriate issues that only concern certain government departments. This avoids involving the whole committee in specialised or specific matters.

**Box 8: Easy actions to enhance cooperation**

Without formal structures, Jordanian stakeholders can still enhance cooperation by means of these suggested approaches:

- Identify focal points for expatriate engagement in Jordanian embassies or consulates;
- Integrate expatriate affairs into the job description of relevant staff across various departments and ministries;
- Review and update existing expatriate networks and compile a list of relevant contacts;
- Seek contributions among stakeholders when suitable;
- Share information, such as about recent initiatives, relevant practices, research or mapping studies; and
- Reflect on the achievements and initiatives of partner stakeholders.
2.4 Examples from other countries

Many countries have recognised the complex nature of expatriate engagement and the limited reach for many ministries. Some of those countries have established new institutions to systemise and coordinate their expatriate engagement. The makeup of these institutions vary between countries, and they may be more formal or less formal (See examples in Box 9 below).

- **Ministry level institutions**: A growing number of countries have established independent ministries to manage their expatriate affairs. In India, a Ministry for Overseas Indian Affairs (MOIA) came about as a result of insufficient government coordination on migration policies. The benefit of having a dedicated ministry includes having a clear lead with consistent human and financial resources, but those also have support from wider government hierarchy and signal to others that expatriate engagement is a clear priority. Having a dedicated ministry does not remove the need for interinstitutional coordination, but it does ensure that there is an entity with the resources to do so.

- **Hybrid-ministries**: Some countries have chosen to combine expatriate affairs with other focus areas, and create special offices under an existing ministry, often the ministry of foreign affairs or labour. Tunisia has opted for this approach in order to establish its hybrid ministry, the Ministry of Social Affairs, Solidarity and Tunisians Abroad. Supporters for this approach argue that it is less burdensome, both administratively and legally. It could also be said that a hybrid ministry is well placed to promote government coherence and coordination. This is the approach that closely corresponds to Jordan’s choice of integrating expatriate affairs with the Ministry of Foreign Affairs, resulting in the current MOFAE.

- **Intergovernmental and parliamentary committees and advisory boards**: Still, other countries have opted to establish committees that coordinate government actions, such as what was done in Mexico, Chile and Poland. Others have chosen advisory councils, which are often made up of a mix of local community leaders, local and national government representatives. Such councils may be tasked to simply advise the government on diaspora-related matters.

In addition to the structured listed above, it is also quite common for countries to coordinate regularly through joint task forces and national working groups, which are less formal in nature.

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25] IOM, MPI, p.71
26] Ibid, p. 74
27] The National Council of the Mexican Communities Abroad was created in 2002 and includes the secretary generals of various ministries, including: Ministry of the Interior; Ministry of Foreign Affairs; Ministry of Finance and Public Credit; Ministry of Agriculture, Livestock and Rural Development, Fisheries, and Nutrition; Ministry of Public Education; Ministry of Environment and Natural Resources; Ministry of Health; Ministry of Tourism and the Ministry of Labour and Social Welfare.
28] The Inter-Ministerial Committee for Chilean Communities Abroad is composed of some 12 public institutions, this committee formulates public policies on the diaspora. The institutions involved are responsible in some way or other for addressing the needs and demands of the nearly 1 million Chileans residing abroad. Committee members are: Directorate for Civil Registration and Identity; National Health Fund; Ministry of the Interior via its Committee for Human Rights (responsible for exiles who were political prisoners or were tortured during the 1973-89 dictatorship); and the National Women’s Service.
29] The Polish Inter-ministerial Team for the Polish Community Abroad was established with the Order No. 70 of the Prime Minister of 27 June 2008.
30] Ibid, p. 90
Box 9: Coherent Government Approaches: Switzerland and Poland

Switzerland: the Whole of Government Approach (WoGA) to migration

The Whole of Government Approach of Switzerland, adopted in 2011, brings together all relevant inter-ministerial departments that are working on migration in a wider sense. A total of 7 ministries with their respective relevant departments are involved in foreign policy on migration.

Why a Whole of government Approach (WoGA)?

The WoGA has 3 key objectives:
1. policy coherence: so that departments speak with one voice on migration;
2. Find a balance between domestic and foreign policy;
3. Bring together the different actors with different mandates and different interest on migration, getting value added from all different actors involved.

Coordination in the WoGA happens at 3 levels:
1. Working groups: technical level on different countries of origin in Switzerland or topics with representatives from departments. Minutes are shared between the different working groups.
2. Committee of working groups: Consists of ambassadors and others, is informed by working groups, approves and takes decisions.
3. Working group on Migration of deputy-ministers: meet 4-5 times per year, provides strategic level direction and priorities.

Switzerland has now established 'Migration Partnerships' with a number of countries, covering bilateral agreements on relevant issues, such as asylum, irregular migration, migration and development, including expatriate engagement, return and reintegration and the protection of migrant rights.

SDC

Poland has, over time, put in place a coherent approach and engagement structures with their expatriates that cut across different sectors of government. Cooperation with the Polish Community Abroad, as expatriate engagement is termed in Poland, is based on Art. 6 of the Constitution of the Republic of Poland from April 1997. The cooperation and respective programmes are coordinated by an Inter-ministerial Team for the Polish Community Abroad.
Collaboration with expatriates is well enshrined in various Polish policies and in a special government programmes. In August 2016, the Council of Ministers adopted the Government Programme for Collaboration with the Polish Community Abroad.

The Government programme is implemented by means of an inter-ministerial approach. Next to the Ministry of Foreign Affairs, diplomatic missions, embassies and the Inter-ministerial Team, other Ministries, provinces and NGOs are also involved. The budget for the programme is distributed across several institutions, such as the Senate, the Ministry of Education, the Ministry of Foreign Affairs and the Ministry of Internal Affairs.

Source: MFA Poland

Links and further reading – Session 2
(for full bibliography see section Bibliography)

- GFMD: http://www.gfmd.org
Session 3: Reaching out to expatriates - target groups and tools
Session 3: Reaching out to expatriates - target groups and tools

Introduction: This session seeks to explain why governments are increasingly reaching out to their expatriates and describes the importance of creating a strong relationship built on trust and communication in doing so. It highlights the need to start the process by identifying or mapping the different locations and socio-demographic profiles of expatriates, which often constitutes a very heterogeneous group. In the last section, different formats and possibilities for expatriate outreach are discussed in order to strengthen outreach to expatriates for Jordan, providing relevant examples from other countries as a source of inspiration.

3.1 What is outreach?

In previous sessions, the important role of expatriates as brokers of knowledge and agents of change in their countries of origin has been described. Through their migration experience, they can help create societies that are innovative, diverse, and dynamic. They can also contribute to trade and business, social transfers, and cultural exchange between country of origin and host country. Furthermore, governments have an obligation to address the needs and vulnerabilities of their citizens abroad and it is against this background that expatriate outreach must be understood. Without knowing their whereabouts, profiles, and needs, support efforts will be in vain. When governments around the world embark on this process, the purpose is to nurture and sustain the links between expatriates and their country of origin, to facilitate support to citizens abroad and to mobilise their competencies for development. In this process, it is key that governments have clearly identified their objectives, the profiles of their different expatriate groups, what their focus areas for engagement are, and what they want to achieve.

Expatriates are assets for the country of origin and the relationship with them needs to be nurtured.

For expatriates, the emotional links to their country of origin is a strong motivating factor to engage in initiatives with their home country. Many of them preserve the link to their countries of origin and some maintain a legal identity as well as a socio-economic existence in more than one country. A common barrier to making good use of these links is that governments and other stakeholders are not actively engaging with expatriates or seeking opportunities to involve them in the broader development of the country. It is important that these stakeholders are mobilised to be more engaging with expatriates.31

For those that wish to engage in development, they can also greatly benefit from programmes aimed at empowering expatriates, including initiatives aimed at financial literacy, training in small-scale enterprising etc. Such programmes typically enable communities of origin and expatriate individuals alike to decide on their mutual priorities, which then benefit from the resources (financial or other) generated through the migration process. As such, the following sections illustrate how mutual benefits

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31 ICMPD/ IOM, [2013] p.6
can be derived from expatriate engagement and highlights the important need for outreach in order to accomplish it.

### 3.2 Mapping and data collection

Before a country can start engaging with its’ expatriate communities, it needs to know where they are and who they are. This information is also critical for a government to obtain in order to be able to assist expatriates in situations of crisis. To protect expatriates when conflicts or natural disasters erupt, States need information about their expatriate population.

It is important to acknowledge the differences among expatriates, in terms of their background, skills, interests and agendas.

Aggregated data on the municipal, national, regional, and international scale of migration and the demographics of expatriates, such as gender, age, and nationality, enable stakeholders to understand the nature and scope of needs in the case of a crisis. Local-level expatriate community profiles help stakeholders target responses. Recruitment and placement agencies collect information on the location and situation of labour migrants they deploy to other States and can be a useful source of information. Additional information that is useful to obtain relates to the role of expatriates in their host society, their needs, their socio-demographic profile and skills sets, as well as their potential to contribute to the development of their home country.

However, systematic information and data on expatriates is often missing and it poses a major challenge to many governments. In order to better understand how the expatriate community is composed, countries should engage in a mapping exercise, using a combination of different sources and approaches. Mapping and outreach activities are very often interlinked and feed into each other. The following elements can and should be sought in order to adequately map a country’s expatriate population with a purpose of successfully building an outreach strategy:

- **Accessing available international information and migration statistics**: Many international organisations and programmes make use of existing data and statistics to compile databases on international migrant stocks.\(^\text{32}\) A database relevant for the region is the Gulf Labour Markets and Migration (GLMM) Programme\(^\text{33}\) which provides statistical information on foreigners residing in the Gulf countries.

- **Accessing national information**: Censuses and household surveys can serve as useful tools to collect information, often providing information from respondents about their own situation and experience.\(^\text{34}\) The National Department of Statistics (DOS) may provide information related to demographics, including age and gender, and information on the labour force and more. Systems of data collection at the borders (including electronic registration, border cards and/or passenger surveys) are other possible sources of information. In addition, universities and national research institutes may undertake research on issues related to migration, which

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\(^{32}\) The World Bank (WB), the Organization for Economic Cooperation and Development (OECD), the UN Department of Economic and Social Affairs (UN DESA), the US Census Bureau, and Eurostat, to name a few.


could be useful in the mapping process.  

- **Engaging with host country:** Institutions in host countries can play an important role in mapping exercises, as arriving the country of designation if migrating through legal channels, requires several administrative procedures which would therefore them in country’s statistical records in some capacity. Population registries, DOS and immigration authorities all generate migration related data. It has also become more common for host countries to use their census or specific surveys to obtain information on their expatriate population. Finally, research institutes and universities specialising in migration issues should also be considered as potential partners in a mapping exercise.

- **Undertaking targeted studies and surveys:** Both, host countries and countries of origin choose to undertake targeted studies to obtain more qualitative data about their expatriates. Literature reviews, in-depth research, focus group discussions, interviews, questionnaires and case studies can be used to look more closely at skills, experiences, intentions and aspirations of expatriates. These tools can be particularly valuable to map a specific category of migrants, for instance business owners, students, or women.

- **Identifying and engaging with expatriate associations/networks:** Expatriate organisations, professional associations, and student organisations have proven to be good sources of information in mapping exercises, as they have very good knowledge of the expatriate community.

- **Using embassies and consulates:** Embassy and consulate staff interacts regularly with expatriates and are thus very well placed to be involved in mapping the expatriate community. Encouraging embassies to organise cultural, business, trade events and to initiate consultations with and among expatriate groups, can further increase their expatriate network and thus their knowledge of these (see section 3.6.1 below on Embassy and consulate initiatives for outreach). Embassy staff who frequently interact with expatriates e.g. through the provision of consular services can also distribute small surveys to expatriates for the collection of targeted information.

- **Mapping social networks:** Expatriates engage with their countries of origin not only through visits and physical encounters but through a range of channels, including social media online tools. In other words, diasporas exist both online and offline. For instance, expatriate associations quite commonly establish their own dedicated websites as a means of engaging with their countries of origin and amongst themselves. Other examples of social media tools applied by groups and individual expatriates include Twitter and Facebook. Taking note of this trend, many migration research institutes and projects have, in recent years, started developing digital methods and online tools, in order to map expatriate networks, their websites and their worldwide distribution (see Session 4 for more information on online and offline communication tools).  

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35) For more information, see the study on International Migration Households in Jordan (Med-HIMS), undertaken by the Jordanian DOS in 2014 [finalised in 2016] with the support of the EU: www.dos.gov.jo/dos_home_e/main/population/Jordan.../Jordan-HIMS.pdf

36) One such initiative is the E-Diasporas Atlas, which was developed within the framework of an ICT Migrations Program of the Fondation Maison des Sciences de l’Homme in Paris. The E-diaspora Atlas initiative has generated several studies on the diasporas of different countries using digital methods. For further information on this initiative please see: http://www.e-diasporas.fr/#about
This new approach to mapping opens up additional, exciting opportunities for countries to identify and engage with their expatriates. The HKJ should consider these tools to complement existing research by generating more and more specific information on profiles, networks and associations. As a first step, collaboration with research institutes or initiatives that have experience with such work should be sought.

Modern technologies provide a plethora of opportunities for migration data and information collection, processing and distribution.

3.3 Mapping of Jordanian expatriates

Expatriates normally include a wide range of different groups, such as students, business owners, workers of different skill levels, spouses and families of migrant workers etc., with very different socio-demographic profiles. Once a country has a good understanding of the different profiles of their expatriates, this can be factored in to its outreach and engagement approaches which may also be country specific. Against this backdrop, in 2018 ICMPD produced a handbook on mapping Jordanian expatriates abroad. The handbook builds on quantitative and qualitative methodologies to compile information on Jordanians abroad, their distribution, regional clustering and to gain insights into their profiles. It is highly recommended that HJK key stakeholders draw on this handbook’s methodology and recommendations with a view to mapping expatriate communities abroad and compiling information on their socio-demographic characteristics and levels of educational attainment etc. An engagement strategy is most successful when it is based on a contextual understanding of expatriates’ regional distribution, characteristics and needs.

Jordan has a sizeable expatriate community and existing data from both international and national sources, already allow for a broad mapping of both location and profiles. However, the existing statistical data is not sufficient to properly inform outreach initiatives. Therefore, the HKJ has taken a number of steps to strengthen its capacity to collect information and complement the available data on its expatriates, both via its

embassies abroad and in the capital. For example:

- **Within the framework the JEMPAS project**, an expatriate profile “A Profile of Jordan’s Expatriates: An overview of Jordan’s emigration patterns and policies” 38 has been developed which provides information on Jordan’s migration patterns, its expatriate engagement strategy, and produces first-hand knowledge on expatriates’ and embassy staff perceptions, challenges and preferences with regard to outreach and service provision. This manual can guide the efforts of key Jordanian stakeholders in ensuring that expatriate outreach is based on a thorough understanding of expatriates’ needs and of the policy challenges that embassy and public staff navigate in providing services to expatriates. The profile also fleshed out a **five-year research strategy** that government stakeholders are recommended to adopt with a view to filling in the knowledge gaps on Jordanian expatriates abroad.

- Additionally, JEMPAS has supported the development of a survey tool which enables MOFAE to regularly collect information from Jordanian embassies and consulates on services provided to expatriates.39

- A range of tools to facilitate digital engagement with expatriates is currently under development. As a first step in this process, the online database ‘Izwitna’ was developed and launched in 2015 at the time of the Jordanian Expatriate Conference (JEC), accompanied by a social media campaign (see Session 4 for more information on various online tools used).

- In addition, several dedicated studies have been undertaken over the years to help create a snapshot on Jordanian expatriates:

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**Figure 11: Overview of studies and surveys undertaken as part of expatriate mapping in Jordan**

- The study of internal migration and return and manpower 1986
- Survey of employment, unemployment and returnees in Jordan 1991
  - Study of Jordans returning from abroad for the year 1991
  - The survey accompanying the census 1994
  - Survey of living conditions 1996
- Multi-purpose family survey 2003
- Survey of the Jordanian labour market 2010
- Survey of international migration in Jordan with the support of the European Union 2014

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38) See ICMPD, Jordan’s Expatriate Profile, chapter 5 [recommendations under the concluding section].
39) See ICMPD, Jordan’s Expatriate Profile, chapter 4.
The 2014 survey of international migration in Jordan made a number of recommendations to strengthen mapping efforts and improve the data available on expatriates:

- To communicate continuously with Jordanian embassies, consulates and representations abroad to benefit from any data on the numbers of Jordanians abroad, especially those who are permanently living there;
- To communicate with cultural attachés and labour attachés (however, they were discontinued since 2017) wherever they are in the Jordanian embassies abroad to obtain any data related to the number of Jordanians, workers and scholars outside the Kingdom; and
- To carry out specialised scientific research on migration from and to Jordan, including follow-up studies on migration in countries that are traditionally considered as country of destination for Jordanian migrants to try to estimate their numbers and characteristics.\(^\text{40}\)

**Box 10: Coherent Government Approaches: Switzerland and Poland**

The Jordanian Embassy in Washington DC is actively reaching out to expatriates by means of events and newsletters ([http://www.jordanembassyus.org/](http://www.jordanembassyus.org/)). One such initiative is connect.jo, which was initiated in 2014. This network targets Jordanian diaspora professionals in Healthcare and Life Sciences (HLS), Clean Technology (CT), and Information and Communications Technology. The purpose is to address Jordan’s brain drain challenge by establishing strong linkages with Jordanians abroad. The network helps individuals and start-ups from Jordan through accessing a foreign country’s technology business environment, support Jordanian companies in gaining access to foreign markets, and assist diaspora members in setting up their businesses in Jordan. The network will also help Jordanian graduate students in obtaining scholarships to foreign universities or internship opportunities in foreign companies. [http://connect.jo](http://connect.jo)

The Government of Lithuania has launched an online initiative to collect information on highly skilled Lithuanians. This provides a very interesting example of how specific target groups can be addressed [http://lithuanianleaders.org/](http://lithuanianleaders.org/)

Guinea has created a social and professional data bank and established a diaspora network across 110 countries and 50 states in the United States of America and is conducting a census of Guineans abroad.

Kenya is creating a database of Kenyans abroad, a diaspora skills inventory, and other innovative web-based means to communicate with its workers in other countries.

\(^{40}\) Presentation by Department of Statistics of Jordan, 26 February 2017.
18-20 million Poles and people of Polish origin live outside **Poland**. The Polish Government has detailed numbers on its diaspora worldwide. It uses national as well as international sources for its statistics. It gets information regarding Poles working abroad from the Ministry of Family, Labour and Social Policy, data regarding permanent/temporary residence through the database PESEL from the Ministry of Interior and Administration. The Government also engages in routine research on its diaspora through the Central Statistical Office of Poland. See: [http://stat.gov.pl/obszary-tematyczne/ludnosci/polonia-i-polacy-w-swiecie](http://stat.gov.pl/obszary-tematyczne/ludnosci/polonia-i-polacy-w-swiecie)

Source: IOM/ MPI (2012), p. 28, Source: MFA Poland

3.4 **Opportunities for expatriate engagement and development in Jordan**

It is often the lack of information or knowledge on opportunities in the country of origin that is the barrier of expatriate engagement for development to reach its full potential. Once this information and data is gathered and understood, using the appropriate means to engage with expatriates is crucial to for the establishment of mutual trust and the successful implementation of expatriate outreach and service provision.

As outlined in Session 1 on key emigration trends (see section 1.2.1), the emigration of skilled Jordanians has resulted in a large expatriate community spread across a significant number of countries. These expatriates have different profiles, such as business owners, entrepreneurs, highly skilled workers, low skilled workers, spouses, or students. Therefore, a government should engage in more than one focus area with their expatriates, according to their interests and skills. It is with this understanding that Jordan has already identified the key list of expatriates that it considers particularly important to target in the country’s expatriate engagement strategy.

While the topic of mapping has already been covered in this Session, it is important to understand that the concept involves more than mere knowledge about expatriates’ location and profiles. Governments must build their engagement strategies on a foundation of effective trust-building, by creating an enabling environment. For instance, it is well known that expatriates spontaneously develop their own networks to transfer resources, such as money, and knowledge. In order to access these networks, Jordan must consider different programmatic and policy options. Helpful examples would include policies related to integration into a host community, social protection, citizenship services and voting, business assistance, or opportunities to build partnerships between countries of destination and origin.

> Successful expatriate engagement policies requires governments to design smart ways of delivering services and programmes to a dispersed and heterogeneous population.
<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Flexible citizenship laws and residency and visa requirements</strong></td>
<td>• Allow for dual or multiple citizenship; and</td>
<td>• Flexible residence and visa requirements.</td>
</tr>
<tr>
<td><strong>2. Grant political rights</strong></td>
<td>• Allow overseas voting;</td>
<td>• Allow diasporas to run for public office while maintaining residence abroad; and</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Reserve congressional seats for diaspora representatives.</td>
</tr>
<tr>
<td><strong>3. Special property rights</strong></td>
<td>• Allow diasporas to purchase land and other properties that are off-limits to foreigners.</td>
<td></td>
</tr>
<tr>
<td><strong>4. Tax incentives</strong></td>
<td>• Exempt customs duties and fees on the importation of household goods of returnees;</td>
<td>• Reduce income tax rates for returning citizens who have worked abroad for a certain number of years;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Exempt diaspora investments such as providing lower tariffs on imported raw materials and equipment; and</td>
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<td></td>
<td></td>
<td>• Offer tax deductions on charitable contributions.</td>
</tr>
<tr>
<td><strong>5. Portable benefits</strong></td>
<td>• Offer portable benefits, particularly relating to pensions and medical and life insurance; and</td>
<td>• Conclude social security agreements bilaterally or as part of regional agreements.</td>
</tr>
<tr>
<td><strong>6. General laws recognising the diaspora</strong></td>
<td>• Introduce legislation that officially recognises members of the diaspora or emigration in general as integral part of the national development plan.</td>
<td></td>
</tr>
</tbody>
</table>

Source: IOM, MPI (2011), p. 96
Box 12: Examples from other countries of initiatives to support and incentivise expatriate engagement

<table>
<thead>
<tr>
<th><strong>Voting rights</strong></th>
<th><strong>Algerian</strong> law gives its diaspora the same political and civil rights as citizens at home, including voting and participating in national and local elections.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ethiopia</strong></td>
<td>Ethiopia offers an “Ethiopian Origin Identity Card” through which cardholders enjoy rights and privileges that other foreigners do not, including visa-free entry, residence, and employment, the right to own immovable property in Ethiopia, and the right to access public services.</td>
</tr>
<tr>
<td><strong>Tunisia</strong></td>
<td>Tunisia created a “guichet unique” which unites multiple national administrations in one office to facilitate investments and business start-ups.</td>
</tr>
<tr>
<td><strong>Morocco</strong></td>
<td>Morocco provides financial, medical and legal assistance to nationals abroad who do not have any social security coverage.</td>
</tr>
<tr>
<td><strong>Cape Verde</strong></td>
<td>Cape Verde has a weekly radio programme called the “Voice of Diaspora” which targets expatriates in particular with relevant information and updates.</td>
</tr>
<tr>
<td><strong>Lebanon</strong></td>
<td>Lebanon organises an annual Youth Camp in Lebanon free of charge for young people of Lebanese origin.</td>
</tr>
<tr>
<td><strong>Mali</strong></td>
<td>Mali welcomes returning migrants through specialised offices at its main entry points.</td>
</tr>
</tbody>
</table>

Source ICMPD (2013)

### 3.5 Trust-building

The goal of creating a fruitful relationship between a government and their expatriates is much more likely to succeed if a foundation of good communication and mutual trust has been established. For example, if governments reach out through their embassies or other institutions, expatriates can feel valued and ‘closer’ to home, and therefore trust towards the government is more easily built and investment in the country of origin is more likely to happen.

It is well known that effective expatriate engagement requires an enabling environment. Both expatriates and government must feel that they benefit from the relationship. An important part of the expatriate engagement is therefore building mutual trust. Initiatives to build trust may include different elements, such as:

- Creating welcoming environment for expatriates who wish to get involved in development activities;
- Being responsive and supportive to expatriate requests;
- Creating a good business climate;
- Streamlining procedures for investment; and
• Developing easily accessible online tools and procedures on different services.

Governments can also offer privileges to non-resident citizens such as duty-free imports of goods and facilitated access to health care and education (see Session 1, Box 12 ‘A Menu of Viable Options: Incentives for Engagement’). Possibilities for dual citizenship and the rights to vote for expatriates are also sometimes offered to expatriates, as a way to recognise their dual sense of belonging, to both host country and country of origin. Moreover, a country has a responsibility to enable, protect, and support its citizens at home and abroad, to the extent possible.

An important part of this responsibility is the capacity of a government to support expatriates in situations of crisis. A relevant practice applied by many countries to promote and protect the well-being of their citizens, are bilateral agreements with key host countries (see Session 1.2, Box 1). Expatriate engagement is not only about capitalising on potential opportunities but also about catering to the needs and vulnerabilities of citizens abroad. If a country is not known to help its citizens in times of need, it is unlikely that expatriates will go out of their way to support the development of their country of origin. Regular online surveys conducted by MOFAE with expatriates can help to cater HJK’s engagement strategy with the needs, preferences and vulnerabilities of citizens abroad.41

3.6 Provision of services

As mentioned in the previous sessions, the HKJ’s government has intensified its expatriate engagement in recent years, seeking to take an active rather than reactive approach which is not only based on service provision but full engagement. The Strategic and Implementation Plan for Expatriates of the HKJ serves as a roadmap for the administration’s actions and policies, and is focused around 4 key objectives which takes into account both the protection needs and well-being of Jordanians abroad. The strategy also emphasises the desire to strengthen the mutual relationship between Jordanian expatriates and their country of origin and facilitates contributions to the development of Jordan, and foresees a range of initiatives and projects through which to support these key objectives.

As outlined in the communications plan developed by MOFAE (see more information on this in Session 4), the government has identified the following list of target audiences (based on discussions and consultations with government stakeholders) as a priority for outreach and engagement efforts worldwide:

• High-achieving expatriates (businesspeople, the highly educated, potential investors);
• Jordanian women;
• Students (high school and university) in Jordan and abroad;
• Second- and third-generation Jordanian expatriates;

41 See ICMPD, Methodologies for collection of data and information on Jordanians abroad: a practical guide, 2018. See also ICMPD, Jordan’s Expatriate Profile: An overview of Jordan’s emigration patterns and flows and its policy landscape towards Jordanian expatriates, 2018.
• Jordanians who move between Jordan and other countries regularly for work (circular migrants); and
• Expatriates in the GCC, Europe, North America, Latin America, and Australia.

While the routine provision of services is arguably a primary duty of a government’s Ministry of Foreign Affairs, it can also qualify as an expatriate-outreach tactic when that government goes above and beyond what would be standard practice – and communicates their good work to their target audience. Thus, the provision of services can be an effective outreach tactic when the government consistently strives to improve the quality of those services, how efficiently they are delivered, how tailored they are to the needs of a country’s target audience, and communication surrounding the availability and usefulness of the services provided.

With this in mind, the following section outlines the HKJs key outreach tools and methods currently used to engage more with these specific target groups.

When considering reaching out to your expatriates, consider first where you are based and who you are reaching out to. Groups of expatriates differ widely across regions or countries.

3.6.1 Services provided through embassies

As foreign extensions of their national government, embassy and consulate staff are tasked with ensuring their expatriates have adequate services, and play a key role in establishing trust between governments and their diaspora communities. Many consulates today offer free legal assistance, welfare support, passport assistance and other services to expatriates. This is true for both tourists and longer termed residents. As such, these officials are well placed to operationalise and implement a country’s expatriate strategy and can be important vehicles for outreach and information sharing. They can:

• Distribute regular newsletters focusing on expatriate engagement;
• Maintain an updated website with relevant information for expatriates; and
• Organise networking events to promote new government initiatives.

This notion is one that Jordan recognises and works towards strengthening its consular services in this regard. In recent years, many embassies have also geared up to better support migrants in vulnerable and/or in crisis situations. This is part of the ministry’s consular crisis management programme that includes a 24-hour hotline for expatriates, and an increase in specialised trainings for staff on crisis management.

In terms of crisis and emergency situations in particular, expatriates need to understand potential risks associated with a crisis, where and how to obtain assistance, and how to inform stakeholders of their needs. Stakeholders should find appropriate channels to communicate with expatriates and to identify their needs and capacities. The effects of crises, such as power failures, loss of internet and satellite communication systems, and even the deliberate spread of misinformation may disrupt or constrain
In addition to the provision of consular and other services, embassies and consulates can play an important role in facilitating social, cultural and other activities, as a means of getting to know and mobilising expatriates. Different Jordanian embassies have interesting initiatives to share in this regard. The examples below reflect the targeting of different categories of expatriates. It is important to note that spouses of Jordanian Ambassadors played an important role in implementing some of the activities.

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42) Migrants in Countries in Crisis (MICIC) Initiative (2016): Guidelines to protect migrants in countries experiencing conflict or natural disaster, available online: https://micicinitiative.iom.int/guidelines. The MICIC was launched in May 2014 at the GFMD in Stockholm. The MICIC Initiative is a government-led process. ICMPD is one of the co-chairs. The MICIC seeks to improve the ability of States, the private sector, international organizations, and civil society to prepare for and respond to the needs of migrants in countries experiencing conflicts or natural disasters.
Box 14: Strengthening consular services: Jordan, Australia and Morocco

Jordan’s Hotline and emergency card

Staff and websites of Jordanian embassies have specific contact information for use in a crisis. This programme was put to the test when hurricane Irma hit the Caribbean Islands in September 2017. During the storm, MOFAE’s operations room received a distress call from one Jordanian citizen living on the island of St. Martin. This expatriate gave information about the difficult situation on the island, but more importantly also advised that more than 95 Jordanian citizens were stranded and could not leave the island. A crisis meeting with relevant staff on an emerging crisis, called a “crisis cell”, was immediately assembled within the operations room. This crisis cell coordinated with other stakeholders, including the Prime Minister and Dutch officials, to send a Jordanian evacuation plane that returned everyone safely to Jordan. [Source 1]

As a result of one expatriate who was able to contact the appropriate office, the response was highly successful. Building on this success, an emergency card will be developed to provide Jordanians abroad with a quick reference of important contact details in case of crisis. The emergency card will be translated and is being considered for future distribution via Jordanian embassies. The emergency card will contain the following information:

- Mobile number: +962 795497777
- Land line number: +962 6 5735166
- The ministry number: +962 6 5501444/5735160, ext: 3428
- Fax: +962 6 5735204
- Email: op.ctr@fm.gov.jo
- P.O Box: 11180

Australia’s Consular post contingency planning

Like all Australian missions overseas, the Australian Embassy in Seoul maintains regularly updated consular Crisis Preparedness contingency plans that are based on an ‘all hazards’ approach. For the Republic of Korea, the crises that are most likely to affect the Australian community include typhoons, transport accidents and nuclear power plant accidents. Their emergency planning also covers the possibility of other large-scale emergencies, such as an epidemic or military conflict. See [Source 2]

Morocco’s “green number”

In 2015, Morocco issued what it called an international “green number.” The Moroccan diaspora can use this contact number to generally provide feedback on consular services provided. Communications are received during normal working hours, and are directed to a special team for follow up.

Source 1: MOFAE 2017, Source 2: MICIC (2016)/online repository
**Box 15: Good Jordanian Practices - Outreach through Embassies and Consulates**

<table>
<thead>
<tr>
<th>Where:</th>
<th>Jordan Embassy in the United Arab Emirates (UAE)</th>
</tr>
</thead>
</table>
| Name of Initiatives: | i) Jordan Universities Alumni, and  
| | ii) Jordanian Mamas in UAE |
| Target groups: | i) All Jordanian Universities graduates  
| | ii) Young female workers in UAE |

**Purpose:**

i) The first initiative aimed at gathering graduates to engage with the embassy for help and support and to create a supportive network among them. Students were linked with Jordanian businessmen to increase their professional prospects. Furthermore, workshops were organised to build professional capacity and improve chances for success in a highly competitive market.

ii) The second initiative targeted young women. Jordanian women were encouraged to get together regularly. Through this initiative, a social network was created. The network allowed for women to help each other in different matters, such as babysitting, renting houses, identifying good schools for their children and encouraging small businesses. The initiative started out with 80 women 3 years ago (2014) and was launched in the Jordanian ambassador’s residence. Today the network counts more than 8000 women. They run an active page on Facebook and, thanks to the support groups, to date, a number of small enterprises were created.

**Box 16: Good Practices from Other Countries Outreach through Embassies and Consulates**

**Guatemala** set up 132 mobile consulates, which were attached to its 12 consulates in the United States of America in 2012, to service its expatriates in more remote locations.

**Chile** provides its expatriates with a set of services in host countries, which include free passport facilities, legal aid and a guide on how to manage life abroad, including how to access health, services, education and other services in the host country.

Source: IOM (2013), p.39

**Lebanese Diaspora Energy Conference:** this initiative was launched by H.E the Minister Jubran Basil in 2014. Since it was launched, regular sessions were organised every year: 2014, 2015, 2016, and 2017. Regional conferences are also conducted in countries with large numbers of Lebanese diaspora members, such as: North America, Latin America, and Africa. The Lebanese diaspora energy platform also features of number of initiatives. See: [http://www.lde-leb.com/](http://www.lde-leb.com/)
Lebanon Connect: is an initiative launched in collaboration with the Ministry of Foreign Affairs and Emigrants aiming to connect Lebanese around the Globe. It seeks to further strengthen the bond between Lebanese residents and emigrants worldwide, while praising their successes in all fields. It showcases the successes of Lebanese expats and encourages them to stay connected, while celebrating Lebanese heritage and promoting a positive image of Lebanon around the world. It also intends to present a business-to-business opportunity that constitutes a tie of interest alongside its emotional aspect. See: https://www.facebook.com/LebanonConnect, http://lebanon-connect.com/

Box 17: Examples on existing engagement and services provided through the HKJ and/or its embassies abroad – Social Security

Social Security Corporation (SSC)

In early 2016, the SSC officially issued its ‘WhatsApp Service for Jordanian Expatriates’. The aim of this service is to introduce the benefits SSC provides to expatriates, share the latest SSC news, and present guiding documents and other information materials. Expatriates are also able to directly communicate with the SSC through this service.

How it works: Expatriates can add this service with the SSC WhatsApp number (+962 778469945), but the SSC is also proactive and seeks out representatives from Jordanian communities, clubs, and associations abroad to add. The SSC also invites anyone with inquiries to contact them, via email (webmaster@ssc.gov.jo), website (www.ssc.gov.jo) or international number (+96265008080).

3.6.2 Services provided through events

Another way for governments to connect with expatriates is through events, which can include conventions and fairs. Several countries, including Jordan, hold or have held dedicated expatriate conventions in host countries and countries of origin to exchange ideas and foster partnership between governments, the private sector, civil society and expatriates. Some are more broadly targeted, others focus on a specific group of expatriates, such as investors or post-graduates.
Box 18: Good Jordanian Practices - Outreach through Embassies and Consulates: Events

<table>
<thead>
<tr>
<th>Where:</th>
<th>Jordanian Embassies in New Delhi, Tunis and Dubai</th>
</tr>
</thead>
<tbody>
<tr>
<td>Target groups:</td>
<td>All expatriates</td>
</tr>
<tr>
<td>Purpose:</td>
<td>Increasing cooperation between the Embassies and Expatriates</td>
</tr>
</tbody>
</table>

**Name of Initiatives:**

- Encouraging investment, expat business meetings, and enrolment in social safety nets.
- Encouraging tourism in the home country, especially in newly renovated areas.
- Honouring Jordanian students, who are top of their classes in the Jordanian school in Tunisia (following the Tawjihi system).
- Starting up bazaars and encouraging expats to participate in them by bringing food and cultural items for display.
- Fashion show for traditional Jordanian clothes.
- Promoting Jordanian-made handcrafts, Dead Sea products and holy water from the Baptism Site.
- Organising sports matches between Jordanian expats and Jordanian Embassy staff against expats and Embassy staff from other nationalities.
- Increasing social ties between the Embassy and expats through creating initiatives at the Jordanian Social Club.

Box 19: Events

- **Jordan** implemented ‘The Jordanian Expatriate Conference. Jordan Brings Us Together’ in 2015, which gathered 650 participants from 62 countries over three days.
- **Sri Lanka**, within the framework of the “Our Sri Lanka 2025” initiative, held a conference in Colombo in 2015 targeting expatriates, to discuss how they could contribute towards the peace-building initiative and development of the country.43
- **The Philippine** Government and the Diaspora Council organised several Global Summits of Filipinos abroad, involving government, expatriates and academia.
- **Sri Lanka** organised Diaspora Investor Fora, specifically to support post-conflict development efforts.44
- **The Government of Zimbabwe**, seeking expatriate investments at a time of economic recession and unemployment, held investment road shows in the neighbouring countries of Botswana and South Africa.
- **The Portuguese** Diaspora Council organises annual events and gives out rewards for particular achievements by successful Portuguese expatriates.45

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43) For further information, please visit: http://www.econsortium.info/cha/srilanka2025/index.html
44) Ibid, p. 50
45) www.diasporaportuguesa.com/
Links and further reading – Session 3
(for full bibliography see section Bibliography)

- Migrants in Countries in Crisis Initiative: https://micicinitiative.iom.int/
- UNECA: http://www.uneca.org/stats/stats_h.html
- UN Population Division: http://esa.un.org/migration/
Session 4: Online and Offline Communication with and for expatriates
Session 4: Online and Offline Communication with and for expatriates

Introduction: Session 4 focuses on concrete steps for using online and offline communication as tools for effective expatriate engagement. It first provides an overview of existing strategic guidance on communication with and for expatriates by MOFAE, including a discussion of which groups of expatriates the Ministry wishes to communicate with most (also known as target audiences); what the Ministry wishes to say to those expatriates (referred to as key messages); which mechanisms or channels are available and most appropriate to use for communication efforts; and the practical activities or tactics that can and should be used in reaching out to expatriates. This session then goes on to describe the features of both online and offline communication, the specific digital platforms created by MOFAE, how to plan communications activities, and how to create or find high-quality content. In other words, Session 4 is all about the who, the what, and the how of communication: who to reach out to, what to say, how to say it, and how to successfully encourage engagement.

Communication is the very basis for outreach and engagement with expatriates. As outlined in Session 3, it is important for trust to be built between a government and its expatriates in order to ensure effective outreach and engagement. It is also then more likely that they engage with their home country for development purposes. Furthermore, regular communication with expatriates acts as a preventive and protective measure as well, so that (labour) exploitation, or any other form of abuse or emergency situation abroad, can be tackled when they occur.

Therefore, the main aim of communication efforts can be described as increasing expatriates’ sense of belonging and connection to their homeland so that ultimately they will be interested in investing in and contributing to the development of the HKJ.

The pillars of truly effective outreach and engagement are:

- Having a good command of contextual knowledge, overall communication goals, target audiences, key messages, and how to use various communication channels. In addition to being covered in this section of the present document, this information is all available in the Jordanian Communications Plan for Expatriate Outreach and Engagement.\(^{46}\)

- Planning of communications activities, from automating and efficiently carrying out everyday tasks (e.g. Facebook status updates) to developing larger campaigns or projects using the step-by-step approach provided in this document; and

- Creating and sharing high-quality content that connects emotionally with or is valuable to target audiences and that encourages or motivates them to engage with the HKJ.

\(^{46}\) MOFAE/ICMPD [2018]: Communications Plan for Expatriate Outreach and Engagement
Each of these pillars is discussed in more detail in the sections that follow, providing additional real-world examples of online and offline expatriate outreach efforts in the HKJ and other countries.

4.1 Jordanian Communications Plan for Expatriate Outreach and Engagement

As part of MOFAE’s efforts to strengthen outreach and communication with expatriates, the Ministry embarked on a project in collaboration with the Ministry of Information and Communications Technology (MoICT), MoL, the JIC, and the JTB to determine MOFAE’s overall communications goals as well as the activities required to achieve those goals. The Jordanian Communications Plan for Expatriate Outreach and Engagement contains the results of this work, including detailed information on who outreach efforts should be focused on (target audiences), what should be communicated (key messages), what online platforms and offline activities should be used and how (channels and tactics), tools for making the work of outreach and engagement more organised, and many other practical details.47

The overall purpose of the communications plan is thus to guide communication activities (with expatriates) undertaken within the Ministry’s offices in Amman, by staff at representations abroad, and potentially among partnering or affiliated organisations on behalf of MOFAE.

The specific goals of the communications plan48 itself are to:

- Organise and professionalise communication with expatriates on all appropriate online and offline channels;
- Proactively encourage and enable expatriates to engage meaningfully with the HKJ for development purposes;
- Make the Ministry more accessible to expatriates, the media, partners and other stakeholders;
- Establish the credibility of MOFAE and build trust among expatriates; and
- Increase the visibility of MOFAE and its work.

To accomplish these goals, the communications plan discusses the importance of using both offline and online communication channels to communicate with expatriates and, perhaps most importantly, outlines the specific target audiences, key messages, and channels that MOFAE wishes to prioritise in its communications efforts with expatriates. In order to plan and implement any communication effort, small or large, for expatriate outreach and engagement, one must first become familiar with the priorities laid out in the communications plan. Additionally, the plan includes a discussion of environmental challenges, guiding principles, practical tools for implementation, and numerous examples of communications activities (tactics), making it a useful resource to turn to when looking for further contextual information and practical assistance.

47) These activities were supported by ICMPD in the framework of the EU-funded JEMPAS project.
48) These goals were derived from the work and input of MOFAE during the ICMPD working meeting, workshop, and bilateral meetings that took place between November 2016 and April 2017.
### 4.1.1 Communication Channels

In this day and age, possibilities for sharing information with others, both online and offline, are numerous. It is becoming increasingly important to choose the appropriate method when communicating with someone, whether it be by email, website, letter, telephone, social media, or in person. Over the past 20 years, people have gained an almost instinctive understanding for which methods of communication are appropriate for which purposes and at what times. It may depend on the message (some things can be too complicated to explain by email); it may depend on the audience (someone might not use Instagram or social media channels at all); and, it may sometimes depend on the goal of the communication (an invitation or RSVP request to a special event).

In professional communications, the various methods of communication available are called *communication channels*, and it’s just as important to choose between them by carefully considering one’s audience, message, and desired outcome. Appropriate in this sense refers to a channel through which one can reach the target audience (e.g. a channel they actively use); that can accommodate the particular message; and that will allow for the type of response one might hope to get or elicit certain desired action (e.g. a comment, a ‘like’, a ‘share’, attendance at an event, donation to a cause, response to a survey, etc.).

Against this background, first and foremost, the various channels available have to be identified.

Table 1: Online and offline communication channels

<table>
<thead>
<tr>
<th>Online communication</th>
<th>Offline communication</th>
</tr>
</thead>
<tbody>
<tr>
<td>Websites</td>
<td>Events</td>
</tr>
<tr>
<td>MOFAE, Embassy websites, etc.</td>
<td>concerts, art exhibitions, readings, tourism or cultural/religious events, festivals (e.g. movie or food)</td>
</tr>
<tr>
<td></td>
<td>Thematic or Networking Groups</td>
</tr>
<tr>
<td></td>
<td>Art, women, students, philanthropy</td>
</tr>
<tr>
<td>Email</td>
<td>Business Meetings</td>
</tr>
<tr>
<td>Izwitna App and Platform</td>
<td>chambers of commerce, clubs, associations</td>
</tr>
<tr>
<td>Social Media</td>
<td>Traditional Media</td>
</tr>
<tr>
<td>Facebook, Twitter, Instagram, YouTube, LinkedIn</td>
<td>TV, radio, newspapers and magazines</td>
</tr>
<tr>
<td>Communication Platforms</td>
<td>Printed Information/Promotional Material</td>
</tr>
<tr>
<td>WhatsApp, Skype, Viber, and others which might be</td>
<td>[can also be used online]</td>
</tr>
<tr>
<td>used in the host country</td>
<td></td>
</tr>
</tbody>
</table>

When deciding which channel or channels to utilise, it is important to consider the following questions:

- Which channel/platform or event format is most effective for the target audience; which channel or platform do they use; which kind of event would be of their interest?
• Which channel is most appropriate for the message and how it will be conveyed (eg, through pictures, a video, an essay, etc)? When and how often will the message be communicated?
• Which channel is most appropriate for the desired result or action the audience should take?
• What resources are available for using offline channels?
• How can offline and online channels be combined to maximize the number of people reached and the amount of engagement?

For example, the channel(s) one might choose should vary based on whether the need is to inform all expatriates about a recent crucial development, such as, during an emergency situation; whether there is a need to keep a specific group of expatriates updated on a long-term project or issues; if the aim is to maintain the embassy’s image and build trust among expatriates in the host country; if there is a need to raise awareness of MOFAE’s work in a particular area; or if there is a need to send out invitations to an event to certain expatriates.

It is also good practices to send out the same key message across multiple channels, but the actual message usually must be adapted to suit each of the channels. For instance, an event can be publicised on Facebook, Twitter, and through email, but a video on Facebook may not be as effective via email, and emails and Facebook are not limited to 280 characters as Twitter posts are.

Furthermore, it is considered best practice in professional communications to mix the use of offline and online channels in such a way that each supports the other. This can be as simple as printing an event-specific hashtag on the agenda, banners, and promotional materials of an event, thus encouraging people to discuss the event on social media; handing out an information card about Izwitna while networking in-person among expatriates; or publicising and distributing printed materials (such as a language handbook or investment guide) via MOFAE’s website.

To choose a mix of channels correctly, an understanding them is key:
• How they are used;
• What they are best at;
• What can be achieved on them; and
• How to go about adapting content for each.

This is knowledge that, once obtained, will serve to improve every communication activity subsequently undertaken. The table below summarises the general features and requirements of online and offline channels. It is important to note that different online channels also have different features and requirements, as do the various offline channels.

49) More information about the Izwitna platform is presented below.
Table 2: Features and requirements of online and offline communication channels (non-exhaustive)

<table>
<thead>
<tr>
<th>Possibilities</th>
<th>Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Online communication</strong></td>
<td></td>
</tr>
<tr>
<td>• Potential to reach a high number of people and quickly, if not instantly.</td>
<td>• Continuous updating to maintain a presence and remain current</td>
</tr>
<tr>
<td>• Flexibility in the types of original content that can be posted or shared</td>
<td>• Repetition of messages in various and new ways to maintain interest</td>
</tr>
<tr>
<td>• Vast amount of sharable content available</td>
<td>• Oversight and quick reaction to comments and questions in order to build and maintain trust and positive image</td>
</tr>
<tr>
<td>• Can transport images, sound, and video clips, allowing for emotional connection.</td>
<td>• Technical ability or training</td>
</tr>
<tr>
<td>• Can be used for large-scale campaigns.</td>
<td>• Regular monitoring and improvement of tactics</td>
</tr>
<tr>
<td>• Opportunities for eliciting feedback</td>
<td>• Keeping up-to-date with changes in platforms and environment, especially with social media</td>
</tr>
<tr>
<td>• Users can become confident and comfortable with speaking directly to you</td>
<td></td>
</tr>
<tr>
<td>• The creation of large-scale communities</td>
<td></td>
</tr>
<tr>
<td><strong>Offline communication</strong></td>
<td></td>
</tr>
<tr>
<td>• Ability to connect with expatriates one-on-one and face-to-face.</td>
<td>• Planning</td>
</tr>
<tr>
<td>• Reaches people who may not be as active online.</td>
<td>• Relationship building with media outlets, partnering organisations, thematic and networking groups, etc.</td>
</tr>
<tr>
<td>• Allows access to specific groups of people who otherwise may be difficult to reach all at once</td>
<td>• Human and financial resources, particularly for large-scale events</td>
</tr>
<tr>
<td>• Reinforces and supports online communication efforts</td>
<td>• Follow-up with participants</td>
</tr>
<tr>
<td>• Creates new opportunities for online communication (e.g. new content)</td>
<td></td>
</tr>
<tr>
<td>• Can be realised in cooperation with others (e.g. expatriate associations)</td>
<td></td>
</tr>
</tbody>
</table>

There is a huge amount of advertisements, entertainment, information, and random distractions available online. However, it might be hard to actually believe just how crowded the online space really is. The figure below illustrates how much activity takes place on the internet every minute (60 seconds). Given the amount of companies, organisations, people, platforms, and websites competing for online attention in order to make “noise”, it can be difficult for the audience to hear or notice individual messages. This makes the targeting of messages to particular audiences, and the choice of the right channels, even more important. It also means that it is vital to repeat the same messages so that they can eventually be heard.
It is important to remember that due to the ‘crowded’ and ‘noisy’ nature of online communication, and because those who are reached by a greater number and variety of channels engage more often and more meaningfully with a brand, it is important to utilise offline channels as strategically as online channels. The use of all channels should be fully integrated and supportive of one another, offline activities should use and promote online channels (e.g. including a designated hashtag and Instagram handle on an event banner) and online channels should be used to add value to offline efforts (e.g. videos and photos uploaded and shared after an event takes place), and both online and offline tactics should communicate the same values and branding.

4.1.2 Target Audiences

In day-to-day communication, a person will think about who they are communicating with and adapt what they say and how they say it based on the needs and expectations of that person. For instance, one would not say the same thing in the same way to their manager as they would to a close friend, and they would not use the same methods of saying it. It is thus quite natural for people, as communicators, to always consider their audience. In professional communications, it is vital to take this natural inclination a step further by always considering not only the audience one is currently speaking to, but also the audiences one hopes or intends to speak to. These potential audiences are called target audiences, and effective outreach and engagement begins with considering carefully who they are.

While the overarching target audience for expatriate outreach and engagement is ‘Jordanian expatriates’, it is necessary to be more specific. Rather than thinking of expatriates as one large group of people who simply share a connection to Jordan, it is important to consider the individual experiences, motivations, needs, and profiles of various sub-groups by age, location, gender, generation (removed from direct Jordanian heritage), vulnerability, and economic status. This is because a young female university
student in the UK who grew up in a Jordanian household but has never been to Jordan will feel quite differently about her connection to her country of origin than a middle-aged Jordanian man who moves regularly between Jordan and Saudi Arabia for work. These two individuals will move in different social circles, frequent different social media platforms, and will be motivated to engage with Jordan through different things. Regarding generation in particular, it is useful to consider ways to engage not only with those of Jordanian birth living abroad, but also with those of Jordanian heritage who may be one or two generations removed from the homeland.

It has to be underlined that communication activities can vary in nature: e.g., an overall image campaign about the HKJ targeted to expatriates to build their sense of belonging or campaigns or communication within a specific area, such as business or investment. The purpose and message of a particular communication will determine the target audience (and of course vice versa, if the audience is determined first and the message/channel later).

To successfully communicate and engage with various groups of Jordanian expatriates, one should answer the following questions:

- Who are they? What are their lives like?
- Where are they? How can they be reached?
- What motivates them? What is important to them? How might we encourage them to engage with us and in the development of the HKJ?

Mapping expatriates locally (see Session 3.2 and 3.3), provides the starting point to answer the abovementioned questions. The mapping outcomes should deliver a profile featuring the main characteristics, such as number of expatriates, location, family status, employment status, sector of employment, and socio-economic status.

Depending on the outcome of this analysis, it will become clear if an embassy has a homogenous or heterogeneous group of expatriates to address in the host country. If it is a heterogeneous group, no one-size-fits all approach to communication will be possible. Even in a rather homogenous group regarding location or socio-economic profile, communication channels and messages have to be adjusted, for example to age group or across genders.

It is also important to keep in mind the natural intersectionality of groups. Even when people have something important in common, such as being born and raised inside Jordan, their membership to other groups might make them quite different from each other as target audiences. A message about connecting to the homeland through investment that appeals to an older businesswoman who was born in Jordan and has lived in another country for most of her life may not effectively reach a male Jordanian college student who is studying abroad and who must decide where to begin his career upon graduation.

Each of these target groups requires specific outreach services, messages, and incentives which are particular to their group (see Session 3.6).
Just as people quite naturally consider their audience when communicating with others, they also consider what they want to say in order to be understood and to convey their overall message whenever they speak or send out a communication. And, of course, people adapt their overall message and the specific words they use to get that message across depending on the nature of the audience. People rarely say only what their overall message is. For example, “I will not be coming to work today” is probably not professional, descriptive, or apologetic enough to say to a manager in exactly those words, but it is nonetheless the overall message of many much lengthier emails sent every day. Many factors can affect the choice of overall message and how that message is said, including: age, authority, expectation, cultural differences, gender interpersonal, relationships, and/or language setting. In professional communications, these overall messages are called *key messages*, and it is just as important to keep them in mind and adapt them as needed.

Key messages are intended to be general. They should serve as a guide for crafting more specific and functional messages (what we actually say in an email, on a Facebook post, etc.). For example, the *key message* “You can be proud to be Jordanian” can be communicated by sharing a news story on Facebook about a Jordanian student in London who developed a new breakthrough in medical technology. The actual message one might type when sharing this post could refer to how proud of this student the people of Jordan are and how she is an example of Jordanian ingenuity and focus, and one might also ask the audience to “like” the post and leave comments congratulating her. Without the key message “You can be proud to be Jordanian”, there would not be any particular direction on what to say when clicking “share”. Worse, one might not say anything at all or even choose not to share it, thus missing an opportunity to connect with Jordanian expatriates.50

The communications plan offers a list of the key messages prioritised by MOFAE and their corresponding aims and content types.51

The key messages to be transmitted through communications efforts are:

**Table 3: Aims and key messages – MOFAE/ICMPD Communications Plan**

<table>
<thead>
<tr>
<th>Key Message Aims and Content Types</th>
<th>Key Messages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foster cultural connection with the homeland. • Jordanian and regional news • Jordanian culture • Arabic language • Returning to Jordan • Education in Jordan</td>
<td>You can be proud to be Jordanian. You belong. You will always have a home in your homeland. You are welcome in Jordan.</td>
</tr>
</tbody>
</table>

50) Ibid
51) The Communications plan is an internal MOFAE document. The MOFAE will be responsible for its continuous development and implementation.
4.1.4 Communication Tactics

Countries around the world apply different tools to reach out to their expatriates, including service provision, events and information sharing, as illustrated by the examples provided below. In professional communications, the activities undertaken to reach out to or communicate with target audiences are called tactics. In practical terms, a communication tactic is the result of combining target audience, message, and channel – the who, what, and how of outreach and engagement.

Given the diversity of expatriates, there is no one size fits all format in terms of the tactics to be used for outreach. Countries can apply different approaches, and choose different instruments in reaching out and engaging, including events, information sharing, targeted activities including cultural and social initiatives, and the provision of services (as outlined in Session 3). A mixed approach allows engaging, enabling, supporting and empowering expatriates at the same time. As mentioned in the previous section, mapping and outreach processes are often interlinked and feed into each other.

When designing outreach initiatives, it is important to keep in mind that expatriates are not a homogenous group. Therefore, their interests and needs need to be established first and outreach initiatives adjusted accordingly.

4.1.5 Information Sharing

Good communication is a precondition for establishing a sound relationship and building of trust between expatriates and governments. Thus, sustainable mechanisms for regular information sharing need to complement one-off events and meetings. Not least is this important in order to ensure preparedness and swift communication
during crisis situations that may occur in host countries. Lessons learned indicate that open, two-way channels of communication contribute to trust building.

“For too long it was thought that the only way to increase influence was to increase talking. However, the loyalty and engagement shown by people who feel heard and understood is so much greater than that exhibited by people who feel bombarded with messages. The reality is that listening is a most effective and persuasive strategy in diaspora engagement. Nothing builds trust, loyalty, commitment, enthusiasm and action like feeling heard.”

As a result, more governments today apply different communication channels to both provide and receive information related to expatriates. This includes for instance, regular newsletters, social media sites (Twitter, Instagram and Facebook), e-portals, dedicated websites, TV/radio programmes, documentaries, short-video clips and at times targeted information campaigns. The following box provides some examples.

Box 20: Examples of various communication initiatives: Cape Verde, Yemen, Zimbabwe, and Australia

<table>
<thead>
<tr>
<th>Cape Verde</th>
<th>The government initiated several initiatives to strengthen their communication with expatriates, including:</th>
</tr>
</thead>
<tbody>
<tr>
<td>- A dedicated expatriate website;</td>
<td></td>
</tr>
<tr>
<td>- Media programmes (e.g. weekly radio programmes such as “Voice of the Diaspora); and</td>
<td></td>
</tr>
<tr>
<td>- Production of information campaigns and materials</td>
<td></td>
</tr>
</tbody>
</table>

| Yemen | Before the outbreak of the war, the government had taken steps to strengthen its linkages with expatriates this included the launch of a satellite channel with targeted media messages for its nationals abroad. |

| Zimbabwe | The government has developed a ‘human capital website’ to advertise employment opportunities and encourage return of expatriates. |

| Australia | Smartraveller is web-based service provided by the Australian Department of Foreign Affairs and Trade, which offers a wide range of services and information for Australians travelling abroad, including information on countries of destination, consular assistance, access to documents, etc. It also is a measure of crisis preparedness. See: http://smartraveller.gov.au/Pages/default.aspx |

4.2 Planning Communications Activities

Whether one is organising a large-scale event, targeting specific expatriates through an outreach campaign, or simply posting regularly to social media, reaching out to and actively engaging with expatriates via online and offline communications channels requires planning. The level of planning will vary depending on the amount of time, funds and other resources that need to be invested to achieve the desired communications goals and the nature of those goals. For example, if the goal is to gather information by conducting a survey among expatriates living in the Middle East, this will require more resources, time and planning than daily or weekly communications activities that are routinely carried out in order to maintain an online presence and foster two-way communication with expatriates.

4.2.1 A step-by-step approach to planning campaigns, events, and projects

The following approach is recommended for planning any larger-scale activity that falls outside of the typical day-to-day work of maintaining online and offline communications with expatriates. This may be, for instance, creating a local networking group for Jordanian women, producing materials and implementing an informational campaign on investment in Jordan, or starting a monthly email newsletter from the country’s embassies to local expatriates.

The steps to be followed are:

- **Step 1:** Articulate the objective;
- **Step 2:** Determine the target audience;
- **Step 3:** Develop key messages;
- **Step 4:** Choose the desired channels;
- **Step 5:** Elaborate tactics and content;
- **Step 6:** Implement and listen/seek feedback; and
- **Step 7:** Monitor and evaluate.

**Step 1: Articulate the objective**

In order for outreach efforts to be successful, the main objective, what the activity aims to achieve, must to be clear. Only then can the target audience(s), messages and channels be determined. In fact, the target audience (and sometimes even the messages and channels) can become immediately clear simply by articulating the objective.

Formulate a SMART (specific, measurable, achievable, realistic, time-bound) objective, e.g.:

- Establish a networking group of 20 local Jordanian women and host first meetup by 1st of December (year);
- Provide updated information on investment opportunities / changes in the investment framework in Jordan to 200 expatriates in the Gulf by end of August (year); and
• Provide regular, monthly updates to all expatriates on the email list on activities of the embassy.

It can also be the case that a key target audience has been identified but with no particular activities in mind for which to reach out and engage them with. In this case, it would be important to gather the information available for this particular audience, such as what is important to them, what motivates them, or what online and offline communication channels they tend to use and come up with an activity that will enable to connect with them in a meaningful way. For example, “reach out to 50 Jordanian students” is not specific enough to be a SMART objective. However, “host a summer job fair for at least 50 Jordanian students and 10 local employers by end April” is a great SMART objective.

Communication and engagement with expatriates must fulfil a defined objective and purpose. It is important to keep in mind that communication will be more effective if it links to particular services for and relevant to expatriates.

**Step 2: Determine the target audience**

If the target audience has not already been revealed in the SMART objective, it is important to think the question of “Who am I hoping to reach?” through very carefully. Targeting the message depends on what is being offered and who might be interested in it. For the second sample objective above, ask “Which expatriates would be interested in information on investment opportunities / changes in the investment framework in Jordan?”. The answer to this question will be the target audience for this activity (note: “200 expatriates” is not a target audience – it’s the objective).

Communicating broadly with all expatriates will only work if it is about something that is relevant to all of them. Otherwise, choose subsets of target groups as the audience or just the main group that needs to be targeted. Box 19 provides an interesting case for analysis in this regard.

**Box 21: Emigrant Youth Fora and Camps – Jordan and Lebanon**

The JID and the MOFAE have been holding an annual forum targeting Jordanian youth studying abroad since 2015. The idea of this forum was an outcome of the JEC in 2015, to highlight His Majesty King Abdullah II efforts to promote the role of Jordanian youth as a core pillar to the development and prosperity of the Jordanian society. Since youth diplomacy is an integral part of the official diplomacy of the country, it plays an active role in regards to the national issues, considering Jordanian youth as ambassadors for their home country and that they the crucial role they have in reflecting a positive and bright image about Jordan, and introduce the Jordanian traditions and culture to other countries.

The institute held the first Public Diplomacy Forum for Jordanian Student Abroad in 2015, and the second one in 2016, titled ‘Our Flag is Our Strength’. 80 Jordanian students studying abroad participated. The forum aimed to encourage and direct Jordanian students abroad to present Jordan and introduce the vision that Jordan pursue at all levels (Political, Tourist, economic.)
The Third Public Diplomacy Forum for Jordanian Youth was held last year, on 25 July 2017, focusing on innovation and entrepreneurship. Its aim was to encourage Jordanian youth to participate in international and local activities targeting innovation and entrepreneurial activities. The forum highlighted some Jordanian innovation and success stories, with the participation of 100 Jordanian students who study abroad in 27 different Arabic and foreign universities.

The JID is keen to enhance the communication with the youth sector through its activities and programmes, and to work together to empower them to participate in public life and contribute to reflecting a positive image about Jordan and Jordanian and the richness of Jordanian history.

Source: JID, Jordan, 2017

The Lebanese Ministry of Foreign Affairs and Emigrants implements several activities with the aim of protecting the interests of Lebanese citizens living abroad and to foster their ties with Lebanon. To achieve this objective, the Ministry has established a framework to link up with Lebanese nationals abroad.

One example targeting a specific group is the organisation of a Lebanese Emigrant Youth Camp in Lebanon. The annual Youth Camp normally takes place for one week and is free of charge for young people of Lebanese origin between the ages of 16 to 24.

The programme combines cultural activities and information on the different regions of Lebanon. Interpretation is provided for non-Arabic speakers. The participants are accommodated in dormitories and participate in day trips to discover the country.

Source: ICMPD (2013)

Reflect: Who would need to be targeted with a related message on the Jordanian Public Diplomacy Forum and the Lebanese Emigrant Youth Camps?

On the one hand, both activities target the youth. However, those giving permission for most of this age group are still the parents. Therefore, the target audience needs to be two-fold:

- Youth: most probably in the age bracket of 16–24 in order to attract their interest in partaking in this activity and to bring the opportunity forward to their parents. In the Jordanian example, the target group is even narrower, as university students are those targeted. It would be helpful if we can get even more specific, for instance by determining which geographic regions we are targeting; and
- Parents: to develop their interest to send their children.
Step 3: Develop key messages relevant to the target audience

If a key message is communicated that is irrelevant or not interesting to the target audience, they simply will not reach them.

Ask and answer the questions:

- Which type of message and language will get through to them and attract their attention?
- What do they care about? What are their concerns? How can we connect with them emotionally?
- What motivates them? What will make them want to take the action you want them to take?

The communications plans provides guidance on overarching key messages that are a priority for MOFAE and examples of content and activities that can be used to transmit these overarching messages (See section 4.1.3 and Table 3, above). Remember that key messages are broad starting points that should help to create content or formulate the actual message composed in an email, a Facebook status update, or a Twitter post.

Step 4: Choose the channels

When developing the message or a set of messages for the target audience, thinking of the channels is an important element as it is the channel which might determine the format of the message. Steps 3 and 4 are thus very closely related and should happen in parallel.

Narrow down the channels through which a large number of the target audience will more likely be reached. For instance, older expatriates are more likely to be found on Facebook than on Instagram.

Reflect: which channels are relevant for the two target audiences identified for the Jordanian Public Diplomacy Forum for Youth and the Lebanese Emigrant Youth Camp?

The channel(s) and message(s) to use for the target audiences of the Jordanian Public Diplomacy Forum and the Lebanese Emigrant Youth Camp, which were identified above (Step 2) as youth between 16-24 years, in the Jordanian case university students in particular, and the parents, will most likely be different. The channels for youth would more likely be social media and the message for younger youth should focus on ‘coolness’ but also a sense of belonging and what the youth will gain by attending. In the Jordanian case, pride and sense of belonging, as well as the benefits of attending, is what should be addressed with the message, rather than ‘coolness’.

The messaging to parents can potentially be enforced via other channels, such as school, university, vocational training institution, or other educational institutions,
but also via email and newsletters. The message should also appeal to a sense of belonging, highlighting the importance of the young generation, as well as the benefits of their children attending. It is crucial to remember that people are motivated by what they can gain. It’s rarely enough to say that an event is cool, cultural or special, or even to list what will happen at the event. Instead, one must be clear about the benefit the event will provide to the person who attends, or the problem it will solve.

⚠️ If resources are available, and the purpose justifies the costs, engage a professional communicator, social media specialist (if about online communication), experienced in designing messages and choosing for a specific target audience.

One could also try to supplement scarce resources by involving expatriates in the communication efforts, requesting support from the expatriate population that is present in the country, if possible. (e.g. students, particularly from communication or marketing could be involved in both in the development and testing of messages). Talents can be scouted out by means of a competition. Another option would be to look for a Jordanian expatriate who runs or works in a marketing/advertisement company and might be willing to support the initiative.

**Testing** both the message as well as the channel chosen is important, especially if the activity that is being planned is highly resource-intensive.

- Will the message work?
- Will the target audience understand it?
- What will they associate with it?
- Will they find it inviting?

Testing the message and enquiring about the chosen channel of communication with a limited group of people who did not help develop the message is key. Questions to ask on suitability of the channel would be:

- Would you be happy to receive information via x?
- Would you sign up for y?
- Which other channel would you prefer to receive information from? And what kind of information?

Testing can also take the form of split testing (also known in English as A/B testing) on websites and social media platforms to test small variations in how one says or sends out messages to particular audiences. For example, if the goal is to get visitors to a website to click the “Sign Up Now” button, that button can be tested as a red button and a yellow button to see which gets more clicks. On social media, a number of things can be split tested such as:

- Post length (number of characters);
- Post style (a quote versus a key statistic, for example, or a question versus a statement);
- Use of emoji;
- Use of punctuation;
- Tone of voice (casual versus formal, passive versus active, etc.); and
- Language used
Because social media moves so quickly, split testing can be done in real time and over the course of days or weeks. The important thing is to keep experimenting with how messages are communicated and track the responses and engagement levels to learn more about what is most effective for various target audiences.

It is paramount that everything is done to ensure that the communication efforts, particularly the messages and the channels, are compelling and appropriate for the target audiences. Expatriates have little time, and engaging with their home country is an additional effort. They might check the website, the Facebook group, or whichever other channel once. If the chance of getting their attention is missed, if the channel does not work or the message is not adequate or interesting, or if the mechanism too complicated, then their attention could be lost.

Therefore: plan carefully and build in time to test the channels and messages (and adapt them as needed!)

Step 5: Come up with tactics and content

Once that the audience, key messages and potential channels have been determined, the creative part of the planning process with a solid foundation can start. Begin by brainstorming all the possible ways to use the chosen channels in order to reach the target audiences with the key message they should receive. As discussed earlier in this session, these activities for specific audiences, messages and channels are called ‘communication tactics’ and can include any combination of service provision, events, and information sharing.

Reflect: Continuing the same example from above, what communications tactics can be identified to reach Jordanian students? How can Facebook, Twitter and Instagram be used to inform them of the event and get them interested in attending?

Some possibilities might be:

- Posting images and video clips from the previous event on Instagram, using hashtags and captions strategically to make sure the posts are seen by more people;
- Reaching out to already established student groups on Facebook with information about the event; and
- Rosting regularly to Twitter about the event, actively engaging in conversations that happen surrounding these posts to garner more interest.

In some cases, creating new content, a blog post, newsletter, white paper, fact sheet, Q&A, video, etc. and sharing it, will be an appropriate or essential tactic for achieving the objective. Whatever content that is written or created, make sure it is engaging. Sharing content created by others is also a useful and common component of communications activities. See section 4.3, below, for more information on creating and sharing high-quality, engaging content.
Step 6: Implement and listen/seek feedback

At this stage in the planning process, it may be useful to come up with a timeline for implementation and a budget, particularly for longer-term projects and those requiring a large financial investment.

During the implementation phase, it is important to monitor all communication channels closely (not just those utilised for the particular project) and maintain two-way communication with expatriates. For instance, people may decide to respond to information contained in an email newsletter on Twitter or Facebook, rather than by email. It is also important to build in opportunities for listening to the target audiences and gaining their feedback, when appropriate. For instance, after the first meeting of the new Jordanian women’s networking group, it could be useful to send out a quick email questionnaire to gauge how the attendees felt about it.

Step 7: Monitor and evaluate

Throughout implementation of the project, monitor the success of the tactics employed to the extent possible.

- How many people so far have commented on a Facebook post?
- How many people so far have liked tweets on Twitter or Instagram posts?
- How many people have signed up for the newsletter?

This information should be used to improve the chosen tactics. This can inform actions such as changing the time a post is uploaded on Facebook or Instagram or trying a different type of post in order to improve the outreach and reception. Adjusting the language on the web page could also encourage more people to sign up for the newsletter or changing the colour of the button. At the end of the project, evaluate its level of success by going back to the SMART objective. Has it been achieved? Does it surpass expectations? If not, what could have been done differently?

Summary of steps applicable to arrive at targeted and meaningful communication with expatriates:

1. Articulate the objective
2. Determine the target audience
3. Develop key messages
4. Choose the channels
5. Elaborate tactics and content
6. Implement and listen/seek feedback
7. Monitor and evaluate

4.2.2 Automating and efficiently carrying out everyday tasks

Not every communication activity requires a thorough seven-step planning process. There will likely be a number of things to be done on day-to-day or weekly basis, such as social media posts and updates, email responses to expatriates, fielding calls, or updating a web page, that are all part of the general objectives of making MOFAE or
a Jordanian embassy more visible to expatriates and keeping lines of communication open.

Rather than being overly analytical, it is advised for everyday tasks to simply rely on one’s own knowledge of the expatriates that are being reached, what they care about, and the purpose and features of various channels and which audiences use them most. It is important always consider (rather quickly and informally) the appropriate combination of target audience, message and channel in daily and weekly communications activities. For instance, if a news article jumps out as being potentially of interest to Jordanian businesspeople, the best channel for sharing it to reach that target audience and the most effective message to add to it when it is shared through that channel should be considered. Eventually, the time it takes to make these routine decisions about audience, message and channel will lessen and the process will become almost reflexive in nature. It should still be considered that planning ahead for everyday activities is still important so that they can be carried out more consistently and efficiently.

Reflect: For a group of students, what would be the best channel to share a link to an event with a Jordanian academic or celebrity? Where, via which channel would be best to share a new business report on Jordan to Jordanian people? Where would an announcement for a holiday camp of Jordanian youth be shared?

The communications plan should be considered as it provides general guidance on the daily and weekly online and offline communications activities to be implemented to reach specific communication objectives, and it should be used as a supporting tool for expatriate outreach and engagement. However, target audiences and tasks might have to be adapted for each country. Additionally, the plan is a living document and should be regularly updated, improved, and completed, including through input from the embassies.

There are also tools online that can help to automate and organise daily and weekly expatriate outreach. For example, using social media dashboards such as Buffer, TweetDeck, Everypost, Sprout Social, or Hootsuite to plan and schedule social media posts across multiple platforms would mean spending few hours to set up social media updates for the week.

Monitoring and ad hoc posts will still have to happen in real time, but there will never be a concern about forgetting to post at all. These services also provide analytics so that improvements can be made to the engagement tactics with the target audiences. Content aggregators such as Feedly and BuzzSumo, which can help discover fresh, popular content from other sources by searching a topic or keywords, are another useful online tool.
There are a lot of helpful tools available that can help manage social media and posts!

To name a few:
Social media dashboards:
Buffer;
TweetDeck;
Everypost;
Sprout Social; or
Hootsuite
Content aggregators:
Feedly; or
BuzzSumo.

4.3 High-Quality Content

One official definition of 'content' is: the presentation of information for a purpose to an audience through a channel and tactic. But another, perhaps simpler way to think about content is to consider it as anything produced by someone else that is read, watched, listened to, or otherwise engaged with by others. Someone – usually a brand that wants more business or attention – produced this thing so that others could get some kind of value from it, and so that they would return for more. Governments generate content for their citizens all of the time and distribute it via their websites, social media accounts, ministries, agencies, offices, and by post. And since people now consume more content than ever before thanks to the internet, there is a huge demand to put more content out there for consumption. But where does it all come from?

There are two primary ways to generate content, particularly online: by creating it, and by curating it. These two methods are discussed in some detail below.

4.3.1 Creating Content

As mentioned above, a key part of reaching out to and engaging with target audiences is creating content. Content can be anything produced to present information or send a message to a target audience.

Examples of content include:
- Blogs and online articles;
- Case studies, research reports, white papers, infographics, and slides;
- Components of mobile apps;
- Direct marketing message and ads;
- Downloadable training materials;
- E-books and books;
- Emails;
- Events (before, during and after);
- Games;
- Newsletters;
- Online courses;
• Podcasts;
• Posts to web forums;
• Social media posts/updates;
• Television and radio spots;
• Videos, animations and photos;
• Webinars, webcasts, or live feeds (FB live, for example); and
• Web pages.

The higher the quality of content, the more engaging it will be for the target audiences and the better the response will be.

**High-quality content** is at least somewhat original and provides specific value to the target audience, is accessible and easy to consume (e.g. subheadings, short paragraphs, captions, subtitles), taps into emotions, builds and maintains trust, is sustainable (can be maintained at a high quality throughout its lifecycle), is cost-effective, is designed for the specific communication channel, and meets organisational and project goals. It is also good practice for content to invite the target audience to take some kind of action and makes it easy for them to take that action (e.g. share, comment, respond, sign-up, attend an event)

**Bad content** is stolen or stale, unfocused, dull, factually incorrect, out of date, doesn’t speak to the needs or desires of the target audience, is not in line with organisational goals, is hard to maintain or update, creates unnecessary risk (legally, for example), and is plagiarised.

**Where do we get content:**
1. Create: Creating your own specific content or commissioning a company (e.g. a media strategy company) to do this with you.
2. Curate: sharing content that exists and is relevant to your target audience, with proper sourcing and credits to authors and brands.

### 4.3.2 Sharing non-original content

Sharing non-original content, sometimes called content ‘curation’, is about sorting through content that already exists and recommending the most relevant, useful, interesting, or entertaining things to the target audiences. This can be a great way to provide value and fill out a schedule of communications activities, helping Jordanian expatriates find all of the most beneficial information to them.

Finding appropriate existing content to share may be as easy as participating actively in conversations happening online and searching for relevant keywords and hashtags (on Twitter and Instagram). It may also be useful to develop relationships with organisations, associations, and individuals who produce content that is relevant to Jordanian expatriates and in line with MOFAE’s goals and values.

When sharing non-original content, it is important to add personality or a brand to the message which can be associated the disseminating entity. In terms of balance, it’s also a good idea to create more (original content) than disseminate information that is curated (sharing non-original content).
While sharing others’ content is a great way to maintain communication and reinforce key messages, it is very important to act ethically and legally. Permission should always be sought in advance if necessary, and credit given to the original author by tagging them (on social media), linking to the original website online, or referencing their work in written pieces.

4.4 MOFAE Digital engagement

The HKJ, and MOFAE in particular, has taken steps to upgrade its information and communication technologies to fulfil and further develop MOFAE’s mandate, especially relating to services to Jordanians (both travellers and citizens abroad). A number of digital tools will serve as a means to communicate Jordan’s foreign policies, facilitate outreach with Jordanian expatriates as well as digitalise MOFAE’s internal processes. To this end, a Digital Presence Unit was established in June 2017.

The new unit will work on the implementation of a number of tools and processes, including the following:

- The new official MOFAE website
- The establishment of the websites for each one of the (61) embassies
- The Izwitna App
- Digitalizing internal MOFAE processes
- Automating consular services
- Developing MOFAE’s official social media pages as well as overseeing the establishment of the new social media pages of the 61 Jordanian embassies.

4.4.1 Izwitna

In 2015, at the time of the Jordan Expatriate Conference (JEC), MOFAE launched an online database for Jordanian expatriates accompanied by a social media campaign. The service was branded as ‘Izwitna’. Arabic and English hashtags of the same name were also introduced.

The Izwitna database was developed to support outreach to expatriates and help foster a stronger connection between them and their country of origin. Following the JEC, technical difficulties slowed down progress on the Izwitna database, however, progress has been made and new tools will be launched in 2018.

The primary aim of ‘Izwitna’ is to develop an expatriate database to target communication to users more effectively and according to their interests. Registered users will receive regular information, updates about expatriate affairs and opportunities for greater involvement in the HKJ, in the area of investment for example. Another important function will be to facilitate provision of assistance to expatriates in cases of emergency.

54) ‘ezwitnā’ or ‘our pride’, ‘our honour’ our dignity’ in Arabic.
55) https://www.youtube.com/watch?v=Up8llEeiSEI
4.4.2 Expats E-Portal and Izwitna App

While the Izwitna database is of clear interest and relevance to MOFAE, and HKJ more broadly, there arguably needed to be stronger incentives for users to register, especially those who may be concerned about data protection and privacy.\footnote{Information being collected from various regions must comply by law to regional data protection laws. In the case of Europe, information collected from this region will comply to the new General Data Protection Regulations (GDPR).}

With this in mind, MOFAE has created the following features for the Expats E-Portal:

- The E-portal will be a user-facing application for those registered in the database, hosted on the MOFAE website. It will feature discussion forums, a community questions section, messages, news, emergency services, important numbers, a finding competencies section, information on e-services, and more.

- There will also be a possibility to download an Izwitna mobile app, which will offer expatriates a safe space to both interact with each other as well as connect within their communities depending of course on their privacy preferences and MOFAE guidelines. Linked to the E-portal, the app will receive up to date information that is posted to the website, such as news or alerts. The app will also automatically connect to the relevant embassy where the expat is based, and receive up to date information about that particular embassy and location. Users will be able to directly engage with the Ministry, embassy or other users to report or share information and exchange.

Once finalised, the app will be rolled out for testing by the MOFAE, embassies and selected expatriates. Once the app is ready for use more broadly, it will be crucial for those in contact with expatriates to encourage them to register with the Izwitna database and download the app. Because it is meant to foster community among expatriates, the more expatriates who use the app, the better the user experience will be for everyone.

4.4.3 Websites

The Ministry is currently updating the website for MOFAE, envisaged to be completed in 2018. Furthermore, work will proceed to unify all MOFAE embassies’ websites, the Jordan Institute of Diplomacy’s website and the ‘Izwitna’ database. Just as with the app, it will be important to communicate the value of the website to expatriates and encourage them to visit and use it.

4.5 Examples

The following examples underline that nowadays for any meaningful engagement activity it is best suited to include a mix of online and offline channels. However, whereas online channel activities, for example, a campaign, can be implemented without offline channels, offline activities are even more dependent on online channels to spread the message.
## Box 22: Examples of online and offline channel use: Jordan, Nigeria, The Philippines

<table>
<thead>
<tr>
<th>Online channels</th>
<th>Offline channels</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Izwitna</strong></td>
<td><strong>JEC</strong></td>
</tr>
<tr>
<td>‘יןזヴィtnā’ or ‘our pride’, ‘our honour’ our dignity’ in Arabic is a database to register expatriate and additional tools to facilitate expatriate engagement and services to them that will be in place from mid-2018.</td>
<td>The JEC, Jordan Brings Us Together, organised in 2015 by the MOFAE is a classic example of an offline channel with great impact in the expatriate community. It gathered 650 participants from 62 countries over three days, indicating Jordanian expatriates’ strong interest to engage with their origin country.</td>
</tr>
<tr>
<td>(See more details under session 4.)</td>
<td>A conference can be a good tool to establish or refresh strong links with expatriates, to listen to their needs and strengthen their sense of belonging to the homeland. Such conferences can also be used as platforms for introducing or launching other initiatives: in the case of JEC, it was the Izwitna database for expatriates.</td>
</tr>
<tr>
<td></td>
<td>Such offline channel initiatives, however, require close followed up, including by a mix of online channel communication in order not to frustrate the expatriates that participated and shared their thoughts during such an event.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Nigerian Diaspora campaign on safe migration</strong></th>
<th><strong>Public Diplomacy Youth Forum</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>The “Know the Facts” campaign was launched by the Nigerian Diaspora in Germany and is supported by the German Federal Ministry of Foreign Affairs. It showcases ways how the diaspora can get engaged and involved back in their home countries.</td>
<td>The fora, held annually since 2015, were an outcome of the JEC. It targets youth, particularly Jordanian students abroad.</td>
</tr>
<tr>
<td>The campaign seeks to promote increased awareness about the dangers and risks of irregular migration to Europe and explain the legal requirements for regular migration. The campaign runs until the end of 2017 with the overall objective to promote safe migration.</td>
<td>(See more details in Box 25.)</td>
</tr>
<tr>
<td>This campaign consists of a mix of online and offline channels. Amongst the online channels figures the website ‘Look before you leave’: <a href="http://www.lookb4uleave.org">http://www.lookb4uleave.org</a></td>
<td></td>
</tr>
</tbody>
</table>


### Philippines

A one-stop online portal ‘BaLinkBayan’ for expatriate engagement [see also Box 14, above]. The portal involves a unique multi-agency effort by the Commission of Filipinos Overseas and government agencies such as Departments of Trade and Industry, Agriculture, Agrarian Reform, Tourism and Health, and Education. It provides access to different kinds of services of relevance to expatriates in one site, including how to start a business and access to various government online services.

**BaLinkBayan:**

### Philippines. From a conference to a European Network of Filipinos in the Diaspora

“In 2012, the Filipino communities in Europe worked with their embassy in Italy and Europe-based multilateral organizations to organize the first-ever global conference on the Filipino diaspora in Europe titled ‘Diaspora to Dialogue’. The conferences theme was ‘Think! Dialogue! Empower! Engage!’ As a result, and on the spot, some of the diaspora members formed the European Network of Filipinos in the Diaspora (ENFiD), covering at least 10 European countries. ENFiD is registered since 2014 in Malta as a voluntary association.

**ENFiD video:**
[https://youtu.be/kxz3GUpn2NI](https://youtu.be/kxz3GUpn2NI)

### The Philippines. Wardenship System for contingency plans abroad

Involving Filipino communities abroad in times of crisis is one of the significant features in Filipino diplomatic posts' contingency plans. Filipino community leaders abroad are encouraged to take part in the command and control procedures and structures of the diplomatic post’s contingency plans. They are part of the “wardenship” system wherein each Filipino community leader has to take care of a number of Filipinos, by at least keeping them informed of the situation and the contingency plans laid out for Filipino nationals. The ‘wardenship’ system connects Filipino migrants in the same location to each other and with the Philippine diplomatic and consular personnel. These pre-established networks help identify migrants who cannot, for various reasons, access diplomatic and consular services and information in times of crisis. They facilitate access to humanitarian and other assistance offered by the Philippine government and by humanitarian organisations. The warden system was used in providing assistance to distressed Filipino diaspora members in Egypt, Japan, Libya, Syria, and Yemen.

Source: MICIC (2016), online repository
<table>
<thead>
<tr>
<th>USA: MASCOT (Messaging Alert System for Citizens Overseas Tool)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mobile and internet-based technologies</td>
</tr>
<tr>
<td>United States of America</td>
</tr>
<tr>
<td>Name of Stakeholder: Crisis Preparedness, Emergency Response, Post-Crisis Action</td>
</tr>
</tbody>
</table>

The United States of America’s have put in place a system based on The Messaging Alert System for Citizens Overseas Tool (MASCOT). It is a dissemination method for country specific information, messages, travel alerts, travel warnings, worldwide cautions, and fact sheets both in the United States and abroad. It is available through the Consular Consolidated Database (CCD) and used by overseas posts and the Bureau of Consular Affairs, Directorate of Overseas Citizens Services (CA/OCS) to send e-mail messages to U.S. citizens who are registered with an overseas consular section and/or have enrolled in the Smart Traveler Enrollment Program (STEP). Besides providing information, it is a crisis preparedness, emergency response and post-crisis action measure.

Source: MICIC (2016), online repository


• Lewis, Lori (2017): What your audience is doing when they are not listening to you: https://www.allaccess.com/merge/archive/26034/what-your-audience-is-doing-when-they-re-not

• Lookb4uleave: http://lookb4uleave.com/wordpress/

• MICIC: https://micicinitiative.iom.int/repository-practices

• MOFAE/ICMPD (2018): Communications Plan for Expatriate Outreach and Engagement

• Social Media Statistics and Facts: https://www.statista.com/topics/1164/social-networks/


Session 5: Planning your initiative for expatriate engagement
Session 5: Planning your initiative for expatriate engagement

Introduction: Initiatives for expatriate engagement can be small or of larger scale, they can comprise of various activities, including offline special and/or recurring events, engagement on social media, or a large campaign on a specific topic. Different people within an embassy might be involved in these activities. This session provides formats for easier activity planning, scheduling, and follow up. Such formats can put and keep everyone on the same page, encourage cooperation amongst different stakeholders and, at the same time, keep everybody within the embassy informed about what is going on.

5.1 Key tools for planning initiatives for expatriate engagement

‘If you don’t know where you’re going, any road will take you there.’

[Lewis Carroll in Alice in Wonderland]

To strengthen the government’s areas of engagement, policies and strategies which provide guidance and direction are important. The HKJ’s Government provides clear direction with the Communications Plan on Expatriate Engagement, and is set to support and benefit from expatriates more and in more diverse areas in the future.

To be implemented through concrete initiatives and activities, this strategic direction needs to be properly planned. Planning formats, such as action plans or project Gantt charts help to guide this process, no matter how big or small the foreseen initiative is. These planning formats facilitate the planning of a process for those responsible, create mutual understanding of everyone involved regarding the tasks to be completed, set timelines and clarify responsibilities.

As MOFAE has strengthened the strategic approach to expatriate engagement, more and more initiatives will emerge to operationalise the strategic objectives covered in the previous sessions. These initiatives might be at a larger or smaller scale and can relate to various events, communication efforts or other. All of them, no matter their scope, and if managed from within the ministry itself or from embassies, need to be well planned. This entails starting from the objective formulated and detailing all steps, e.g. different activities required to achieve the envisaged result.

The planning formats to help as tools supporting this process are:

- **An Action plan:** or implementation plan, which allows the planning of each step required to implement an activity or initiative. All of them with a focus on deliverables, cooperating partners, responsible persons or institutions and time

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57) Henry Gantt, an American engineer and management consultant invented a project scheduling chart around 1910, based on an earlier version of Adamiecki from 1890. The chart, subsequently named after him, illustrates a project schedule and progress with bars and is nowadays drawn by computer or specific software and thus used for project scheduling and progress monitoring. [see also www.gantt.com]
- including milestones as deadlines; and

- **A Calendar**: which provides an overview of what is done overall with regard to expatriate engagement.

The Action plan is an implementation plan, as it schedules initiatives and activities, and in doing so, the different steps are put in sequence and order. The planning of these initiatives or activities can be as specific as required. A detailed implementation plan is also a basis to create a more generic overview of recurring events or meetings per year.

The tools shown in the following section use examples from the MOFAE Communications Plan to illustrate the format for each tool.

**Steps to fill the plan:**

1. Indicate the result and how its success and impact is going to be measured by describing the desired (realistic) end situation. Think at the same time about how to measure the result, e.g. visitors, likes, comments for social media initiatives, number of people registered, visitors to an event, etc. and indicate it just below the result.

2. Think of and add all events or activities relevant to expatriate engagement in one action plan or develop one for each event/activity. This depends on preference and general practicality.

3. Think of steps that apply to make the event or activity happen and write them down, in logical sequence, in the first column. Create sub-activities to main activities (which are in bold). Number the activities in a logical order to facilitate overview.

4. Determine the deliverables of each step and sub-activity and write them down.

5. Schedule the activities in terms of time in colour in the corresponding month/s.

6. Add milestones as deadline for the determined deliverables, e.g. D-W = Draft website, W= website, M=meeting, etc. Create your own key below the table.

The level of detail of the plan is up to preference, to be adapted to purpose. If more detail is needed, one can add more specific steps. If only the big strategic steps are necessary, the plan can be used as it is.
5.2 Devising a plan for your initiatives

Calendar for activities /events for expatriate engagement

A calendar of activities and events provides all those involved, including colleagues at the embassy or MOFAE, with an overview of all initiatives and activities with regard to expatriate engagement, including recurring events or meetings throughout the year. The level of detail can vary as it suits each purpose. The choice is given to only show the duration of the overall activity with regard to one specific event, e.g. Cultural Fair (Feb-Aug, see shaded months), and include sub-activities, such as ‘communication of Cultural Fair on webpage’. The Expatriate Association meetings, for example, are illustrated below as quarterly meetings. If the Association is run by expatriates and the embassy only attends, this is sufficient. If the embassy is more strongly involved in the Association, planning and other efforts may go into arranging these meetings. The last two meetings in the year demonstrate that this can be altered easily: adding a P for preparation before the meeting where preparation (e.g. invitations, securing venue, agenda, etc.) applies.

Steps to fill the calendar:

1. Add all events or activities relevant to expatriate engagement. If more detail is required, think of all steps that apply in a logical sequence, in order to implement the event or activity and indicate them under 1, as sub-activities.

2. Schedule the activities in terms of time. This could also be copied from the action plan.

3. Milestones can also be added as deadline by which certain tasks or outputs have to be finalised, e.g. D=W=Draft website, W=website, M=meeting, etc. Create your own key below the table. This could also be copied from the action plan.

How to use the calendar:

- Share it with colleagues at the embassy and with other stakeholders involved and/or those that should be informed.
- Revise and update the calendar regularly and re-distribute it.
## Action plan: Expatriate engagement

<table>
<thead>
<tr>
<th>Activities</th>
<th>Deliverables</th>
<th>Coord. partner</th>
<th>Resp.</th>
<th>Jan</th>
<th>Feb</th>
<th>Mar</th>
<th>Apr</th>
<th>May</th>
<th>Jun</th>
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<th>Oct</th>
<th>Nov</th>
<th>Dec</th>
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</thead>
<tbody>
<tr>
<td><strong>Objective 1:</strong> Strategic response of MOFAE on expatriate engagement is further strengthened</td>
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<tr>
<td>Measured in: no of expatriate initiatives, updated/new plan approved</td>
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<tr>
<td>1.1 Update / review strategic plan</td>
<td>New plan</td>
<td>ICMPD</td>
<td>x</td>
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<tr>
<td>1.2 Website, social media</td>
<td>Site/posts</td>
<td>Consultant</td>
<td>x</td>
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<tr>
<td>1.3 Distribute new strategic plan</td>
<td>Distribut. list</td>
<td>Embassies</td>
<td>x</td>
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<tr>
<td><strong>Objective 2:</strong> Patrimony of Jordan is promoted in the country of destination</td>
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<tr>
<td>Measured in: visitors, shares, no of expatriates involved, requests...</td>
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<tr>
<td>2.1 Contact expatriates and form organising committee</td>
<td>Expatriate association</td>
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<tr>
<td>2.2 Develop draft concept of cultural fair</td>
<td>Concept</td>
<td>ICMPD</td>
<td>x</td>
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<tr>
<td>2.3 Contact / secure exhibition venue</td>
<td>Meeting / contract</td>
<td>x</td>
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<td>V</td>
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<tr>
<td>2.4 Contact / secure exhibitors</td>
<td>Letters / meeting minutes</td>
<td>x</td>
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<tr>
<td>2.5 Develop communication package</td>
<td>Comm package</td>
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<td><strong>Result 3:</strong></td>
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</tbody>
</table>

Specific timing, activity within a certain period, possibly even with milestone (deliverable, indicated with one letter, e.g. C=contract/concept, P=Plan, V=Venue, etc.)

Process, undetermined, might be repeated at different points in time
Table 5: Calendar of activities / events for expatriate engagement

<table>
<thead>
<tr>
<th>Jan</th>
<th>Feb</th>
<th>March</th>
<th>April</th>
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<th>Sept</th>
<th>Oct</th>
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<tbody>
<tr>
<td>Cultural Fair:</td>
<td>D-W</td>
<td>W</td>
<td>C</td>
<td>PR</td>
<td>F/T</td>
<td>M</td>
<td>M</td>
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<td>P</td>
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<td>Web page/social media presence</td>
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<td>Call for participation</td>
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<td>Event</td>
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<tr>
<td>Expatriate Association meetings</td>
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<tr>
<td>Outreach campaign</td>
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<td>Another project...</td>
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</tbody>
</table>

Key: D-W= Draft website, W= website, M=meeting, C=call, PR=press release, F=Facebook, T=twitter, P=preparation
Annex 1: The role of the Jordan Investment Commission (JIC) in expatriate engagement
Annex 1: The role of the Jordan Investment Commission (JIC) in expatriate engagement

The JIC constitutes an embodiment of HM King Abdullah II’s vision for the development of Jordan’s investment environment and extending optimal incentives to national and international investors. It provides a host of services geared towards achieving the main objectives of the Commission, which can be summarised as ‘providing investors with a trustworthy sustainable and rewarding environment for their investments.’

These services include, but are not limited to:

- Provide comprehensive information about investment in the Kingdom;
- Provide provisional feasibility studies for potential projects;
- Provide registration, licensing, and other services through an accessible Investment Window;
- Regulate incentives and privileges in accordance with the Investment Law;
- Provide after-care services; and
- Support exports and promote them to new markets in a bid to gain bigger shares of global markets.

Vision
To create a sophisticated, attractive and quality business environment for investments.

Mission
Further development of Jordan’s business environment and creating an attractive investment climate for quality investments and the strengthening of Jordanian exports within an appropriate legislative framework.

Objectives
- Attraction of local and foreign investments,
- Promote Jordanian exports and host exhibitions,
- Activate the economic movement and distribution of development gains in all governorates of the Kingdom, and
- Guarantee an attractive and modern investment environment.
Investment Window
The Investment Window at the Investment Commission, or the so called the One-Stop window, is one of the most important means of empowering local and foreign investments by working to simplify the registration, licensing and procedures of investment projects in various economic activities.

The Investment Window includes commissioners from all government agencies authorised to grant the necessary approvals and licenses.

Services of the Investment Window

- Providing information and technical advice to investors,
- Registering activities covered by the Investment Window services and granting the necessary licenses to operate its various activities,
- Granting of sectoral and environmental approvals,
- Granting of regulatory approvals (construction licenses, work permissions, vocational licenses), and
- Issuance of the investor card, recruitment and employment of foreign labour, visas and residence approvals and certain private approvals.

Objectives of the Investment Window

- Promoting trust in Jordan’s investment opportunities by providing data, information and facilities for the establishment of investment projects;
- Contribute to the strengthening of the status of local and foreign investments by providing support and assistance; and
- Shorten duration of procedures and provide support in obtaining the necessary approvals and licenses for investment projects.

Concerned parties in the registration and licensing of investment projects represented at the Investment Window:

- Registration of companies and individual institutions
  - Ministry of Industry & Trade
  - Income & Sales Tax Department
  - Amman Chamber of Trade
  - Companies Control Department
  - Amman Chamber of Industry

- Organisational Licensing
  - Municipality of Greater Amman
  - Ministry of Municipal Affairs
- **Environmental Licensing**
  - Ministry of Environment

- **Sectorial Licensing**
  - Ministry of Tourism and Antiquities
  - Jordan Food & Drug Administration
  - Ministry of Agriculture
  - Ministry of Health

- **Private Approvals, Importing Manpower and the Transfer of Ownership**
  - Ministry of Interior
  - Department of Land & Survey
  - Ministry of Labour

The initiatives of the JIC, to streamline and facilitate procedures for investment, are relevant to all investors, including expatriates. Since the launch of the Fast Track Investment Window, a total of 32 projects have obtained the required permits and licences supporting investments worth around JD196 million, covering tourism, industry, and agriculture. These projects are expected to generate 1,500 job opportunities. Moreover, 27 multinational investment projects in various sectors have also been registered and launched.

JIC has prepared a new investment map for the HKJ, outlining 240 opportunities and small, medium, and mega investment projects encompassing several sectors. This information is relevant for expatriates who are seeking investment opportunities in Jordan.

Initial feasibility studies for 120 investment projects have been conducted, and they will be launched, in cooperation with the Ministry of Planning and International Cooperation. Additionally, as part of these measures, the JIC, in cooperation with the Ministry of Interior, has adopted a single security check for investors. Once obtained, it will be sufficient for any service or procedure linked to the investor’s investments in the Kingdom.

The JIC has also streamlined procedures to register and license investment projects, which previously had to go through 23 committees at the commission. They now go through 13 committees. The time needed to register a project in development zones has also been reduced from five days to one.

In addition, investment cards are now issued or renewed within two days, instead of five; while it takes one week instead of two, to award exemptions to investors in accordance with the Investment Law. Exemptions approved through Cabinet decisions are now awarded within one day instead of seven. Through the fast track, the 15 procedures previously required to provide each service to investors have been reduced to five.
Annex 2: Examples of International and Regional Frameworks for Migration and Development

Using existing platforms

To promote expatriate engagement, it would be crucial for the HKJ to get involved in and contribute to the global discussion on M&D, by making use of existing international frameworks, such as the GFMD. The benefit of actively participating in such fora is that it opens opportunities to share experiences and practices with other countries. The GFMD documents best practices, which can be useful for countries during the process of refining domestic strategies or to develop concrete initiatives.

Another useful platform includes the Joint Migration and Development Initiative (JMDI), which is implemented by several UN agencies. This initiative supports partners who wish to strengthen their efforts with M&D. Within this framework, over 51 projects have been implemented in 16 countries. Based on the outcomes from those projects, evidence-based policy advice and guidance notes were provided to interested stakeholders.

The JMDI also features an informative website ‘Migration for Development Network’ (M4D-Net) which facilitates interaction between professionals, local actors and academics interested to share knowledge, good practices, or otherwise to communicate on key M&D issues.

The M4D-Net website contains several resources, such as:

- An E-Library (reflecting the latest findings in the area of M&D, including expatriate engagement);
- Multilingual training tools on M&D;
- Case studies; and
- Transcripts of e-discussion fora.

In other words, the JMDI provides a very valuable tool for stakeholders to in the particular field of M&D.

58) UNDP, IOM, ILO, UNHCR, UNFPA and UN Women.
United Nations General Assembly’s High Level Dialogue on International Migration and Development

The United Nations General Assembly’s High Level Dialogue on International Migration and Development (UNHLD) was followed on from a report produced by the Global Commission on International Migration in 2005. This report provided recommendations on how to strengthen international migration governance. In September 2006, the UN General Assembly initiated the first ever High Level Dialogue (HLD) on International Migration and Development, based on the recommendations contained therein. The aim of the HLD was to discuss the many aspects of M&D, in order to identify ways of maximising its benefits while minimising its negatives. The HLD has articulated the nexus between migration and development for the international agenda, by bringing together UN member states, Permanent Observers, intergovernmental entities, and various other stakeholders to discuss global migration policy issues, such as:

- Addressing the root causes of migration;
- Linking migration to human rights and development;
- Fostering the integration of international migrants in receiving societies;
- Enhancing the developmental potential of remittances;
- Engaging migrant communities in development in the countries of origin;
- Addressing the impacts of highly skilled emigration from developing countries;
- Protecting female migrants and children;
- Addressing irregular migration, migrant smuggling and human trafficking; and
- Strengthening bilateral, regional and multilateral cooperation on international migration and development.

A second HLD was held in 2013 and entitled “Making migration work”. This dialogue was centred on concrete measures aimed at enhancing the benefits of international migration for both migrants and countries using its important links to development, while reducing its negative implications. Parties to the HLD agreed on two important points: i) the positive contributions migration could make towards realising the Millennium Development Goals (MDGs); and ii) that human mobility is a key factor for sustainable development, which should be appropriately considered in the UNs post-2015 development agenda, which now has become the Agenda 2030, the Global Sustainable Development Goals (SDGs).

59) For further information on the HLD please visit http://www.un.org/en/ga/68/meetings/migration/about.shtml
60) The MDGs encapsulate eight globally agreed goals in the areas of poverty alleviation, education, gender equality and empowerment of women, child and maternal health, environmental sustainability, reducing HIV/AIDS and communicable diseases, and building a global partnership for development. See also, ICMPD/ ECDPM (2013): Migration and Development Policies and Practices. A mapping study of eleven European countries and the European Commission, p.29.
61) For example, the agenda for global development that replaces the Millennium Development Goals (MDGs) 2012-2015. UN General Assembly (2013): Resolution A/68/L.5, 1 October 2013.
62) The SDGs build on the MDGs and “seek to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls. They are integrated and indivisible and balance the three dimensions of sustainable development: the economic, social and environmental.” UN General Assembly (2015): Resolution A/Res/70/1, 21 October 2015.
Global Forum on Migration and Development

A high profile platform for dialogue was an outcome of the first HLD on International Migration. The GFMD was set up outside of the UN system in 2007 so as to offer another nonbinding forum for states to discuss and cooperate around issues related to migration and development. The voluntary and informal nature of the GFMD provides an attractive setting for many states.63

The GDMD meets annually for an interactive practice-focused dialogue for policy makers and high-level practitioners, with all governments invited to participate. Apart from discussing practical challenges and opportunities, the forum plays an important role in identifying information, policy and institutional gaps. In this way, the GFMD contributes towards structuring international priorities and agendas on M&D.

The forum also provides important contributions towards establishing partnerships and cooperatives among countries and other stakeholders. One example of these is the space provided to NGOs, diaspora organisations and civil society under the framework of the ‘Civil Society Days’. Another is the ‘Common Space’, which provides an opportunity for dialogue and exchange directly between governments and civil society.

UN Sustainable Development Goals for 2030

The new framework for global development, also known as the Agenda 2013, are the SDGs. The SDGs replaced the Millennium Development Goals (MDG), the first global goals for development efforts, agreed in 2000 for 2015. The SDGs were adopted in September 2015 and came into force on 1 January 2016. While the SDGs are not legally binding, governments are expected to take ownership of and establish national frameworks for the achievements of the 17 SDGs and 169 targets.

Box 23: SDGs Relevant to Migration

<table>
<thead>
<tr>
<th>5</th>
<th>8</th>
<th>10</th>
<th>16</th>
<th>17</th>
</tr>
</thead>
<tbody>
<tr>
<td>GENDER EQUALITY</td>
<td>DECENT WORK AND ECONOMIC GROWTH</td>
<td>REDUCED INEQUALITIES</td>
<td>PEACE, JUSTICE AND STRONG INSTITUTIONS</td>
<td>PARTNERSHIPS FOR THE GOALS</td>
</tr>
</tbody>
</table>

**Goal 5:** Achieve gender equality and empower all women and girls.

**Target 5.2:** Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking, sexual and other types of exploitation

63 For further information on the GFMD please visit: https://gfmd.org
**Goal 8:** Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

**Target 8.7:** Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms

**Target 8.8:** Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment

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**Goal 10:** Reduce inequality within and among countries

**Target 10.7:** Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies

**Target 10c:** By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent

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**Goal 16:** Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

**Target 16.2:** End abuse, exploitation, trafficking and all forms of violence against and torture of children

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**Goal 17:** Strengthen the means of implementation and revitalise the global partnership for sustainable development

**Target 17.18:** By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts
Global Compact on Safe, Regular and Orderly Migration

Also part of the global framework for international migration is the recent Global Compact on Safe, Regular and Orderly Migration. In September 2016, UN member states adopted the New York Declaration and committed to work on two global compacts, a ‘Global Compact on Refugees’ and a ‘Global Compact on Safe, Regular and Orderly Migration’ (GCM). This declaration reconfirmed the priority given to these issues, but also represented a new willingness among states to collaborate. The work under the GCM will follow a process of three phases, consultation, stocktaking and negotiations, which is to be completed by September 2018. Jordan has taken part in the national consultations, which will feed into the elaboration of the GCM.

Migration Governance

One aim of migration governance can be “to regulate the causes and consequences of migration in order to change a traditionally spontaneous and unregulated phenomenon into a more orderly and predictable process.”

In 2015, the worldwide number of migrants reached the unprecedented level of 244 million. With more people on the move than ever before, governments around the world are faced with increasing migration related challenges. The complex nature of migration is gradually requiring states to adopt more strategic approaches, highlighting the need for sound migration governance at all levels. This is also important for the HKJ as it proceeds with its efforts to strengthen engagement with its expatriate community.

Box 24: The Platform for Partnerships (PfP)

The PfP is an example of an activity that was launched in 2010, within the GFMD framework. It fosters the exchange of migration and development practices and encourages governments to work in partnership.

The Platform consists of two components:

- An online platform, which showcases migration and development practices, policy tools, and calls for action; and
- Face-to-face interactions between governments and key partners sharing migration and development practices, which allows for the signalling of offers to join or contribute to projects.

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64) For further information on the New York Declaration please visit: http://refugeesmigrants.un.org/declaration
65) For further information on the Global Compact please visit: http://gcmigration.org/projects-campaigns/compact/
Important Milestones of the PfP initiative are:

- 769 M&D Policies and Practices showcased by 177 governments;
- 197 Migration profiles;
- M&D policy tools; and
- 7 Calls for Action.

See [http://www.gfmd.org.pfp](http://www.gfmd.org.pfp)

The overall purpose of migration governance is to make migration beneficial for sending and receiving states, as well as migrants. Because of its transnational and global nature, States must collaborate in order to extract the greatest benefits from international migration. However, migration can be seen as a fairly new area of governance without a unitary comprehensive global framework. Instead, the international architecture for dealing with issues related to migration and human mobility is comprised of numerous elements. These include a legal and normative framework of key protocols and conventions, such as the nine core human rights treaties, as well as a complex network of other sources.

Among the different instruments for international migration governance, some key ones dedicated to the M&D aspect of migration, include:

- UNHLD;
- GFMD;
- SDGs for 2030; and
- GCM.

Regional Frameworks

Global frameworks addressing migration are not the only international initiatives on migration. Increasingly, regional initiatives are tackling migration issues of shared concern among participating states. Agreements on the free movement of people, reciprocal visa regimes, improved border management and the protection of migrants are some of the issues that are often addressed in these forums. In the Middle East, the Arab League of States (ALS) plays an important role and it has launched a number of initiatives, particularly to combat trafficking in human beings. Migration has also entered the agenda of other such regional bodies as the EU, the Southern African Development Community (SADC) and the Economic Community of West Africa (ECOWAS).

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67) For example The UN Refugee Convention; the Guiding Principles on Internal Displacement; the UN Convention against Organized Crime (UNCTOC) and its protocols, the UN Convention on Migration workers. Migration governance processes also include the migration policies of individual countries, interstate discussions and other bilateral agreements, the various multilateral forums and regional consultative processes, international standards and normative frameworks.

68) IOM (2010): An Assessment of Principal Regional Consultative Processes on Migration, IOM Migration Research Series No 38, Geneva, Switzerland
Regional consultative processes (RCPs) and dialogues on migration may either be linked to regional institutions or are non-formal and non-binding. Over the years, some 15 RCPs\(^{69}\) have been established to facilitate ongoing regional information sharing and policy dialogues on specific migration issues. Relevant for Jordan, the Arab Regional Consultative Process on Migration and Refugee Affairs (ARCP) was established for the Middle East in 2015, and is explored below. The EUROMED Migration IV programme (2016-2019), offers another regional platform to discuss and collaborate on migration issues. It is a programme financed by the EU and implemented by ICMPD, to support EU Member States and ENI South Partner Countries with establishing a comprehensive, constructive and operational dialogue and co-operation framework.

**Box 25: Regional Processes – The Arab Regional Consultative Process on Migration and Refugee Affairs (ARCP)**

**Established:** 2015

**Members:** 22 (Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, State of Palestine, Qatar, Saudi Arabia, Somalia, Sudan, Syria, Tunisia, United Arab Emirates, Yemen)

**Secretariat:** League of Arab States

The ARCP brings together the countries from the Arab Region with the aim of addressing issues related to migration. It is considered as an Arab platform to discuss issues of international migration, and to work on strengthening cooperation between the participating countries. The process strives to work towards a more profound understanding of migration issues in the Arab region, promoting a common understanding about the causes, dimensions, patterns and effects of migration and its future trends in the Arab region, as well as helping governments to participate with a unified vision in the global events related to migration.

**Current Focus**

- Migration and Development;
- Migration Management;
- Migration Policies;
- Brain Drain;
- Mixed Migration;
- Irregular Migration;
- Asylum, Displacement and Forced Migration;
- Migrants Rights;
- Integration of Migrants;
- Remittances of Migrants;
- Capacity building of governments’ officials in the field of migration; and
- Migration data provision.

See: [http://www.lasportal.org](http://www.lasportal.org)

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\(^{69}\) IOM (2010): An Assessment of Principal Regional Consultative Processes on Migration, IOM Migration Research Series No 38, Geneva, Switzerland
By highlighting the various global and regional frameworks that have been established to deal with issues related to M&D, the aim is to underline not only the global dimension of the issue, but also the many opportunities that exist for countries to engage with and learn from other countries active in this field. As was emphasised and illustrated throughout this document, such engagement is useful to the HKJ to advance its efforts in the field of expatriate engagement.

Notes
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Links


GFMD and RCPs: https://gfmd.org/gfmd-and-regional-consultative-processes-rcps

GFMD: https://gfmd.org

Global Compact: http://gcmigration.org/projects-campaigns/compact/

Global Forum on Migration and Development: http://www.gfmd.org


IOM Key Migration Terms: https://www.iom.int/key-migration-terms

Khartoum Process: https://www.khartoumprocess.net/about/the-khartoum-process

Lookb4uleave: http://lookb4uleave.com/wordpress/

Migration Dialogues: https://www.icmpd.org/our-work/migration-dialogues/
M4D-Net: http://www.migration4development.org/en

MPI Diaspora Engagement: https://www.migrationpolicy.org/topics/diaspora-engagement


Rabat Process: https://www.rabat-process.org/en


UN Population Division: http://esa.un.org/migration/


UNECA: http://www.unece.org/stats/stats_h.html

Video: Philippines Remittances (Financial Literacy Training for Migrant Families in the Philippines): https://www.youtube.com/watch?v=-2fqsu-s09s
## Glossary of terms

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Circular migration</td>
<td>The fluid movement of people between countries, including temporary or long-term movement which may be beneficial to all involved, if occurring voluntarily and linked to the labour needs of countries of origin and destination.</td>
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<tr>
<td>Expatriate/diaspora</td>
<td>Individuals and members of networks, associations and communities, who have left their country of origin, but maintain links with their homelands.</td>
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<tr>
<td>Irregular migration</td>
<td>Movement of persons that takes place outside the regulatory norms of the sending, transit and receiving countries. There is no clear or universally accepted definition of irregular migration. From the perspective of destination countries it is entry, stay or work in a country without the necessary authorization or documents required under immigration regulations. From the perspective of the sending country, the irregularity is for example seen in cases in which a person crosses an international boundary without a valid passport or travel document or does not fulfil the administrative requirements for leaving the country. There is, however, a tendency to restrict the use of the term “illegal migration” to cases of smuggling of migrants and trafficking in persons.</td>
</tr>
<tr>
<td>Migrant</td>
<td>A person who voluntarily decides to move, without intervention of external compelling factors, thus making a clear distinction between voluntary and forced migration. A person who leaves from one country or region to settle in another, often in search of a better life.</td>
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<tr>
<td>Migrant stock</td>
<td>The number of migrants residing in a country at a particular point in time.</td>
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<tr>
<td>Migration</td>
<td>In the global context, movement of a person either across an international border (international migration), or within a state (internal migration) for more than one year irrespective of the causes, voluntary or involuntary, and the means, regular or irregular, used to migrate.</td>
</tr>
<tr>
<td>Migration and development</td>
<td>A concept in the framework of the Global Approach to Migration and Mobility which bring together migration and development actors in a country or region to manage migration more effectively, in the interests of all, along specific migratory routes.</td>
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<tr>
<td><strong>Push and pull factors</strong></td>
<td>Migration is often analysed in terms of the “push-pull model”, which looks at the push factors, which drive people to leave their country (such as economic, social, or political problems) and the pull factors attracting them to the country of destination.(^76)</td>
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<tr>
<td><strong>Refugee</strong></td>
<td>In the global context, either a person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned before, is unable or, owing to such fear, unwilling to return to it. In the EU context, either a third-country national who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it, and to whom Art. 12 (Exclusion) of Directive 2011/95/EU does not apply.(^78)</td>
</tr>
<tr>
<td><strong>Remittances</strong></td>
<td>In the global context, a cross-border person-to-person payment of relatively low value. In an EU context, a financial transfer from a migrant to a beneficiary (ies) in the migrant’s country of origin.(^79)</td>
</tr>
</tbody>
</table>
Training course: Fostering benefits for all. Outreach and service provision to Jordanian expatriates

Background Material