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ROUNDTABLE 3: POLICY AND INSTITUTIONAL COHERENCE AND PARTNERSHIPS
(Coordinator – Dr. R.K. Jenny)

Roundtable Session 3.2
Policy and Institutional Coherence within Government¹

Co-chairs:
Government of Switzerland
Government of Indonesia

Thursday, 30 October 2008
9.00 – 12.00

INTRODUCTION

This paper provides background for Roundtable session 3.2: Policy and institutional coherence on migration and development within Government. It builds upon the Roundtable discussion at the Global Forum on Migration and Development held in Brussels on 9-11 July 2007 and the background paper prepared by Sweden for that session. It aims to 1) provide context for the discussion of policy coherence, including a brief review of the conclusions of the Brussels roundtable on the topic; 2) provide examples of promising government practices in promoting greater policy and institutional coherence; 3) raise specific concerns, experiences, difficulties and challenges faced by governments; and 4) offer areas for further discussion at the Global Forum in Manila.

1. CONCEPTUAL FRAMEWORK

In order to maximize the positive effects and minimize the negative effects of migration, there is a need for increased coherence between migration and development policies as well as on policies affecting both migration and development. As described in the 2007 Swedish background paper, policy coherence in this context “refers to the systematic promotion of mutually reinforcing policy actions across government departments and agencies, as well as the promotion of synergies between migration and development policies.”

¹ This paper has been drafted by the Institute for the Study of International Migration at Georgetown University, Washington, in consultation with the 3.2 Roundtable session co-chairs Indonesia and Switzerland, and the Roundtable coordinator. It also draws on comments and inputs from the 3.1 Roundtable session team member governments and from input and findings of international organizations. The aim of the paper is to inform and facilitate the discussion of Roundtable session 3.2 during the Manila GFMD meeting in October 2008. It is not exhaustive in its treatment of the RT 3.2 theme, and does not necessarily reflect the views of the GFMD organizers, or the governments or organizations involved in the GFMD process. Any reproduction, in part or whole, of this document, should cite the source.

In thinking about policy coherence, it is useful to consider the two sides of the migration-development nexus: ways in which migrants and migration can be a resource for the development of home and host communities, and ways in which development policies, decisions and actions in various fields, including development cooperation, can affect migration trends and patterns. With regard to the first connection, mobile populations can contribute to economic and social development of their home and host communities through their financial resources as well as their skills, entrepreneurial activities and networks established abroad. They do so individually and collectively. For example, while individuals remit to their families and close relatives, associations of migrants often group together to raise and remit funds for infrastructure development and income generation activities in their home communities. The World Bank estimates, for example, “that remittances have been associated with declines in the poverty headcount ratio in several low-income countries—by 11 percentage points in Uganda, 6 in Bangladesh, and 5 in Ghana, for example. In Guatemala, remittances may have reduced the severity of poverty by 20 percent.”² And of course, migrants contribute to making the economies of host countries more diverse and dynamic.

Promoting sustainable development so that migration is by choice, not necessity, is the second component of the migration-development nexus. Migration should always be voluntary on the part of the migrant and the receiving community, not forced by economic or political conditions in the home community or by the lack of respect for human rights and the principles of democracy in their countries of origin. Similarly, migrants should not be deterred from returning to their home communities because of poor economic conditions or lack of safety in the country of origin.

No single strategy is sufficient to overcome the economic and political problems that hinder development or force people to migrate out of necessity, not choice. Rather, a combination of more coherent trade, investment, aid and labour market policies, as well as respect for human rights and good governance, is needed. Determining where migration fits into such a complex set of issues poses a challenge for governments. Achieving such policy coherence requires cooperation between concerned ministries at four levels:

- Within governments, among ministries and departments with impact on the two policy and program areas;
- Between and among governments, particularly between donors and recipients of aid, trade and investment especially when they are also linked by migration in their roles as destination, source or transit countries of migrants;
- Between governments, on the one hand, and the private sector, civil society organizations, and workers’ organizations, on the other, particularly those organizations that work with or include migrants, potential migrants, and those left behind by migrating family members; and
- Between governments and multilateral organizations that focus on migration and/or on development.

Such consultation, coordination and cooperation provide a framework that can usefully apply to practices of both developing and developed countries. They will help promote common practices, areas of shared responsibilities and the necessary complementarities to ensure that the policies of all parties are effective and mutually reinforcing.

2. EFFECTIVE PRACTICES

According to the survey undertaken by Sweden for the Brussels GFMD, a majority of States that responded to the survey reported that their governments had declared that migration is important for development and *vice versa*. However, only some States had developed a national policy plan or

² World Bank, *Global economic prospects 2006 : economic implications of remittances and migration* (Washington: World Bank, 2006), p. xiii.

strategy for migration and development, although several others were in the process of developing such a plan.³

This chapter reviews progress in developing such plans. The discussion of policy planning is divided between frameworks in developing countries and in developed countries. Following the discussion of effective policy frameworks is a review of the institutional frameworks for their implementation.

2.1. Policy and programmatic frameworks in developing countries

This section focuses on the incorporation of migration issues into national development plans, poverty reduction strategies and strategies to achieve the Millennium Development Goals (MDGs), the principal vehicles by which developing countries outline their strategies for addressing the interconnections between migration and development. An important part of the analysis was a review of Poverty Reduction Strategy Papers (PRSPs) that were newly submitted or revised since the Brussels GFMD; four countries⁴ have submitted their first and 12⁵ have submitted updated versions of earlier papers.⁶ This review supplements the World Bank study of PRSPs prepared for the Brussels meeting. Also, in preparation for the background paper, we reviewed mid-term reports on achievement of the MDGs as further evidence of the ways in which developing countries are seeking policy coherence in migration and development. We also utilize information provided directly by governments that have reviewed drafts of this paper. Via these various methodologies, we draw upon the actions of countries reflecting a wide geographic spread as well as a range of experiences related to international migration.

This background paper discusses four principal ways in which governments seek policy coherence: 1) by recognizing the importance of migration and diasporas as an integral part of development planning; 2) by addressing the causes of migration that are rooted in poverty, instability and environmental factors; 3) by capitalizing on the remittances and the human capital of migrants while reducing the potentially negative impacts of the brain drain; and 4) by addressing the development ramifications of migration into their countries.

2.1.1. Recognizing the importance of migration to development

The Philippines medium term development plan (2004-2010) provides explicit reference to the importance of emigration as a development strategy. This can be seen in its economic forecasts (the plan assumes that one million Overseas Foreign Workers (OFWs) will be deployed each year) as well as in its detailed discussion of the importance of promoting markets and cultivating ties with labour receiving countries (p.114). The plan concludes that “overseas employment remains to be a legitimate option for the country’s workforce. As such, government shall fully respect labor mobility, including the preference of workers for overseas employment. Protection shall be provided to Filipinos who choose to work abroad and programs for an effective reintegration into the domestic economy upon their return shall be put up.” (p.114)

Bangladesh’s development policies also recognize the important role that migration plays in poverty reduction. In introducing *Meeting the Challenge: A Mid-term Report on Achieving MDG-1 in Bangladesh*, the government gave special prominence to its role in facilitating international migration,

³ According to a 2007 United Nations study of national population policies, a sizeable proportion of countries (87 percent of the 195 countries covered) have enacted policies aimed at shaping their levels of immigration. See *World Population Policies 2007* (United Nations publication, Sales No. E.08.XIII.8).

⁴ The DRC, Haiti, Maldives, Uzbekistan.

⁵ Afghanistan, Benin, Gambia, Ghana, Guinea, Mali, Malawi, Moldova, Niger, Rwanda, Senegal, Zambia.

⁶ The preparation of poverty reduction strategy papers is an increasingly important mechanism used in planning for development, involving broad based consultations and analysis of poverty data. An early review of the PRSP process undertaken by the World Bank and IMF concluded: “there is broad agreement among low-income countries, civil society organizations and their development partners that the objectives of the PRSP approach remain valid and that the PRSP process can improve joint efforts aimed at poverty reduction.” IMF and World Bank, *Review of the Poverty Reduction Strategy Paper (PRSP) Approach: Main Findings*, March 15, 2002.

noting “Temporary labour migration has contributed significantly to increase household income and reduce poverty in Bangladesh. The effects are both direct and also through consumption and investment multipliers.”⁷

Other strategies provide a more generalized recognition of the importance of migration. Benin, for example, writes in its 2008 PRSP: “Migratory movements have significant economic, sociocultural, and demographic impacts on the departure area, host area, and households. According to the 2006 World Economic Outlook, migration can improve wellbeing and reduce poverty.”

2.1.2 Addressing the causes of migration

The national development plans and PRSPs examined emphasize the connections among poverty, development and migration, in explaining population movements. Greater attention is given, however, to the causes of internal migration, with relatively less analysis of the roots of international movements. Yet, the causes of internal migration are often similar to those of international migration, and some of the policy prescriptions would apply in both contexts.

Lack of economic opportunities at home is clearly seen in the PRSPs as a reason for migration, both internal and international. In particular, the inability of people to sustain their livelihoods in rural areas prompts them to find better economic opportunities and more secure livelihoods elsewhere. Overgrazing, soil degradation, and changing climate patterns⁸ endanger rural livelihoods, in many cases driving people to urban centres, more fertile areas or other countries presenting greater opportunities.

Differential access to economic opportunities by gender is also seen as cause of migration. In its mid-term report on achievement of the Millennium Development Goals, for example, the Philippines noted: “Of particular concern is that 72 percent of newly-hired OFWs in 2005 were women, indicating lack of opportunities locally for decent work and livelihood to provide for themselves and their families.”

Countries vary in their approach to addressing the causes of migration.⁹ India’s development plan is illustrative, focusing on ways to reduce what it calls distress migration resulting from inadequate income and safety nets in rural areas.¹⁰ It notes the introduction of the National Rural Employment Guarantee Programme, which is designed to help “increase incomes of the poor directly and reduce expenses incurred on distress migration.” Through agro-food processing, sericulture and other village enterprises, India hopes to “check rural-urban migration by gainfully employing people in villages.” The plan also references crop insurance and more secure land tenure rights, including of women, as other mechanisms to reduce rural poverty and distress migration. These strategies are consistent with

⁷ Presentation of “Meeting the Challenge: A Mid-term Report on Achieving MDG-1 in Bangladesh” by H. E. Dr. Iftekhar Ahmed Chowdhury, Honorable Foreign Adviser (Foreign Minister) Government of the People’s Republic of Bangladesh at the Annual Ministerial Review Meeting of ECOSOC on “Strengthening efforts to eradicate poverty and hunger, including through the global partnership for development” Geneva, 3 July 2007.

⁸ Concern about climate change is a significant component of planning for the Maldives, where sea level rise implies a danger of increased and unacceptable vulnerability, including the danger of making some low-lying areas permanently uninhabitable. The Maldives has included a resettlement strategy in their PRSP, which is detailed and represents tough political choices – including relocating population away from all islands with less than 1,000 people, or from islands that are deemed highly vulnerable.

⁹ Some countries appear to see rural to urban migration as inevitable. Both Benin and Uzbekistan concentrate on the need to adapt urban settings to the influx of migrants, although the focus (especially in Benin) is on physical infrastructure rather than on the social dimensions of job creation or increased social services. Others take the opposite approach, focusing on developing rural economies to prevent what they see as excessive urbanization. Gambia focuses on the need to extend services and improve the quality of life in rural areas. Afghanistan and Malawi both focus on the need to diversify rural economies, including promoting cottage industries. Zambia considers the possibility of rural-rural migration. In this case, it notes that population shifts dramatically from region to region as mines open and close. However, particularly among pastoralist where grazing patterns shift over time, as well as possible changes due to environmental conditions, migration from rural to urban areas may play a key role.

¹⁰ *Towards Faster and More Inclusive Growth: An approach to the Eleventh Five Year Plan 2007-2012.*

theories that migration often occurs as a risk management strategy when households do not have other mechanisms to manage crop failures and similar shocks.

2.1.3. Capitalizing on migration for development

Countries address the development impacts of migration and of their Diaspora in two principal forms— as sources of revenue (from overseas and from urban to rural areas within the country) and as sources of technical expertise. The plans and strategy papers identified barriers to the most effective contribution of migration to development, including the need to negotiate bilateral, regional and international agreements that would facilitate legal migration of workers, as well as continuing concerns about brain drain.

Haiti's PRSP observes that nearly 20 percent of the country's economy depends on remittances, making it among the most reliant on remittances in the world. It notes that the diaspora is one of Haiti's comparative advantages compared to other Caribbean economies, while recognizing that remittance flows also contribute to income inequality. Ghana notes that the cost of transferring remittances is too high and that they rarely move through formal channels. It considers that remittances should be taxed, in order to provide the funds to promote development in disadvantaged areas, and that the diaspora should be viewed as a source of direct private investment, not only of remittances. Uzbekistan views remittances from urban and better-off regions of the country to poorer areas as important to providing livelihoods to the poorest. Afghanistan makes the same observation, noting that migration is a "survival strategy."

The Democratic Republic of Congo's PRSP refers to reintegration of refugees and internally displaced persons as a major challenge. It cites the need for the important technical expertise gained by Congolese abroad during the war, and the need to seek their return, such as through the Belgian-led MIDA process. Rwanda, another MIDA beneficiary, makes a similar commitment including both MIDA and government-run capacity-building programs.

Afghanistan also discusses repatriation of Afghans, but further notes that labour migration to neighboring countries and remittances will remain "a key informal arrangement for the poor." In an example of specific migration related commitments, the Afghan PRSP references the intent to conclude by 2013 bilateral agreements to regulate labor migration and to protect the rights of Afghanistan's migrant workers. It also specifies the intent to conduct research and analysis to identify labor migration flows and cross border commuting. Similarly, Uzbekistan cites the need for government to facilitate legal migration of its nationals to other countries, in order to earn higher incomes.

India's development plan focuses on facilitating high skilled professional migration, in the context of trade agreements. In its mid-term appraisal, India cites a number of impediments to the movement of service providers. Although service providers generally migrate for short periods, India references "the generally restrictive approach towards permanent movement of labour on the part of the immigration authorities and labour market regulators." Specific attention is paid to wage parity requirements, economics needs tests, lack of recognition of professional qualifications, licensing requirements and requirements that foreign professionals must make social security contributions. India pledged vigorously to pursue "proposals to address all these restrictions."¹¹

For most countries, brain drain remains a major concern. A number of PRSPs seek to tackle the issue, including those of Zambia and Haiti, although programs to achieve this goal are rarely articulated. Turkey's Ninth Development Plan is similarly concerned with "brain drain" issues, and striking a balance between the advantages of emigration, and the lack of technical expertise at home. It notes the

¹¹India Mid -Term Appraisal the Five Year Plan (2002-2007). It should be noted that the ILO and many governments would not consider wage parity requirements as impediments to the international mobility of labour. As the ILO commented, "they are requirements of equal treatment, of equitable migration and of the most optimal contribution to development."

need to improve working conditions for researchers, to encourage their return from abroad and employment in the private sector.

2.1.4. Addressing issues raised by immigration to their countries

Turkey explicitly cites the need to encourage foreign skilled workers to immigrate to Turkey, in order to increase the overall number of researchers. Apart from the need for skilled immigrants, however, the Turkish NDP focuses on the rapid growth of the informal economy, linked to rapid urbanization, and an illegal immigration crisis. The control of illegal immigration and asylum reform form a strong component of the Turkish development plan, both of which are related to the war on terror, organized crime and burgeoning informal economy.

Zambia focuses on ways to effectively utilize the skills of migrant workers and skilled refugees in its territory. The PRSP proposes to create a database of migrant workers including skilled refugees and to develop guidelines to help encourage the transfer of skills that migrant workers possess to Zambians. With regard to its large refugee population, Zambia cites the need for social protection of vulnerable refugees. The Ministry of Home Affairs is expected to play a key role in mainstreaming the refugee issue in the national and regional development policies. The PRSP also gives priority to initiatives to build greater professionalism in the Immigration Department of the Ministry of Home Affairs, at least in part to ensure greater protection of the rights of migrants, and to build migration and tourism registries to improve its data on population trends.

In its responses to the Swedish survey, Argentina addressed the impact of immigration on its growth and development. National Migration Law number 25871 specifically recognizes the value of the immigrant contribution towards development and grants migrant persons, regardless of migratory status, full access to all public goods and services on an equal footing to nationals. These strategies come under the jurisdiction of municipal governments but receive funding from the federal government. In order to maximize the impact immigrants have on society, many Municipal and Provincial Constitutions grant temporary and permanent residents the right to vote and be elected at the Municipal and Provincial levels. Immigrants are included in such programs as Hands to Work, which seeks social inclusion by promoting employment and participation in communal projects; another is the Argentine Northwest Rural Development Plan which trains and develops skills of small farmers.

2.2. Policy and programmatic frameworks in developed countries

A review of policy and institutional coherence in developed countries, many of which are also destination countries, found numerous examples of policy and programmatic initiatives linking migration and development, with development agencies paying more attention to migration factors than migration authorities do to the development dimensions of migration. These initiatives can be grouped into five major areas: 1) articulation of specific policies regarding the nexus between migration and development; 2) support for policies, projects and programs that enable migrants to be a more effective contributors to development at home; 3) support for projects and programs that aim to reduce the negative impacts of migration; 4) capacity building to manage migration more effectively; and 5) support for research and data collection on migration and development.

2.2.1 Promulgation of policies on migration and development

In the 2007 survey conducted by Sweden on policy coherence, only two of the nine States reporting that they had developed a plan or strategy linking migration and development were developed countries—France and the Netherlands. The French government promulgated a policy of ‘mutually supportive development’ that links migration and development in framework agreements outlining strategies to be accomplished in cooperation with partner countries. The Dutch government issued a policy memorandum in 2004 that discusses the migration-development nexus in specific regions, outlines

policy changes consistent with the analysis and discusses financial implications of these policy approaches.

A review of the websites of selected governments of developed country suggests that a growing number of States have full or partial policies relating migration and development. The Swiss Agency for Cooperation and Development, for example, includes migration and development as one of 13 overarching themes of its development program. The United Kingdom's Department for International Development (DFID) issued a policy paper, *Moving out of poverty –making migration work better for poor people*, which includes a forward looking agenda for DFID's work in this area.

The Swedish Ministry for Foreign Affairs has identified migration flows as one of six global challenges that must be addressed if the goal of equitable and sustainable development is to be achieved. The overall policy for global development, which includes migration and development as a priority, is a coherent policy embracing all policy areas. In addition, Sweden's policy on migration and asylum recognizes that "migration often has a major impact on the development of both countries of origin and countries of destination." The Finish government also includes migration as a priority of its development policies, stating "Long-term development cooperation tries to contribute to the establishment of conditions where the beneficial impacts of migration increase and the negative ones decrease."

Spain has been trying to foster cooperation projects linked to migration and development through the inclusion of "migration and development, and codevelopment" within the Annual Plans of International Cooperation and some Country Strategy Papers, among the priorities and strategic sectors which will receive funding from the Spanish Agency of International Cooperation for Development. The Spanish position on migration and development is based on the need to help countries of origin and transit to develop tools and build capacities for the design and implementation of effective migration policies, which maximises the positive effects and minimises the negative consequences related to migration on these countries' development.

In November 2007, the Council of the European Union included migration and development as one of 12 areas in need of policy coherence, arguing that "Migration, if properly managed, can promote closer ties between countries of origin, transit and destination, help meet existing and future labour needs and contribute to the development of all countries. Hence, it is important to harness the positive links and synergies between relevant policy areas for the benefit of migrants themselves, the EU and partner countries."

While the impact of migration on development has received policy attention, the impacts of government policies on migration patterns or trends are less often taken into account sufficiently in policy formulation. As the Global Commission on International Migration (GCIM) concluded, "Important decisions taken in areas such as development, trade, aid and the labour market are rarely considered in terms of their impact on international migration." The Commission paid special attention to trade policies and agricultural subsidies, arguing that "trade reform would have a greater impact on the welfare of people living in low-income states than any increase in the aid they receive." The GCIM report also pointed to the negative impact of agricultural subsidies on the capacity of "small farmers to stay on the land and thereby contribute to the migration of people within and from developing countries." Policies to address climate change, disease, conflict, and human rights violations may impact on emigration pressures and opportunities. Policy frameworks adopted by a number of developed countries recognize the interconnections of these various policy areas (to quote Sweden, in identifying six global challenges—oppression, economic exclusion, climate change and environmental impact, migration flows, communicable diseases and other health threats, and conflict and fragile situations—"all these challenges require cooperation and coherence between different policy areas to achieve results. The challenges are also closely interconnected.")

Moving from recognition of interconnectedness towards implementation of policies that take migration into account is far more difficult. While impact statements are common in other policy areas (for example, the environment), they are not generally undertaken with regard to the impact of policy decisions on likely migration. Furthermore, as in other areas covered in this background paper, implementation of the new policies is the key challenge. For example, the European Commission's 2008 working paper on actions taken to strengthen policy coherence concluded that "Many policies and programmes are in place to strengthen and promote retention, training, recruitment, integration, and return, both in the EU and in developing countries. The problem is that many of these policies are conducted in relative isolation, and are not designed to address the brain drain challenges." The working paper cited efforts to reduce brain drain in the health area as an exception, noting that progress has been made in translating policies into concrete programs.

Recognition of the migration-development nexus for developing countries appears to be having less impact on admission policies in destination countries. This reflects, in part, paucity in evaluation of the impact of immigration policies. A recent study concluded: "cross-national analysis and evaluation of key migration policy initiatives rarely happens. In particular, policymakers do not identify best practices and state-of-the-art delivery mechanisms that could adequately be transposed to other national contexts. This is especially true of labor migration policies, including those at national and regional levels that target highly skilled foreign labor, temporary workers, and foreign students."¹² As an exception, the government of the United Kingdom has committed to monitoring the impact of its new immigration Points Based System on developing countries.

Of more immediate impact on admissions policies are assessments of the impact of admissions on economic growth and development in the destination countries themselves. For example, in introducing its proposal for a new 'blue card' for admission of skilled workers, the European Commission explained its purpose: "To maintain economic growth in the EU, Europe has to become a real magnet for highly-qualified workers, many of whom currently prefer the US, Canada or Australia."¹³ In Australia, longitudinal studies show overwhelmingly that migrants contribute substantially to Australia's stock of human, social and produced capital¹⁴. Fiscal modeling reveals that new migrants provide a substantial contribution to the Australian Government budget and that this increases over time in real terms¹⁵. In broad terms, over the first four years, 1000 new migrants contribute around \$10 million net to the Commonwealth budget¹⁶.

2.2.2 Programmatic support for migration and development initiatives

A number of donors have established programs in partnership with developing countries—often as part of poverty reduction strategies—which aim to harness the benefits of migration for development. As many of these programmes are relatively new, there are few evaluations of their effectiveness or their replicability. The following are highlighted because they are described by their donors with sufficient detail to provide some insights into their potential benefits to development.

Programmes to leverage the efforts of migrants and diasporas in support of development of their home countries fall into several areas. First, development agencies have provided support for capacity building of diaspora organizations as well as support for services provided by and through diasporas, alone or in collaboration with mainstream development agencies. For example, the German Development Cooperation (GDC) supported a program at GTZ to develop mechanisms to cooperate with diaspora communities. After engaging in several studies, GTZ launched a pilot program that

¹² Solon Arditis and Frank Laczko, "How are the Costs and Impacts of Migration Policies Evaluated?" Migration Information Source, April 2008.

¹³ http://ec.europa.eu/news/employment/071023_1_en.htm.

¹⁴ <http://www.immi.gov.au/media/publications/research/social-costs-benefits/index.htm>.

¹⁴ Access Economics: 2004 Update of the Migrants' Fiscal Impact Model.

¹⁶ www.immi.gov.au/media/research/lisia/index.htm.

promotes the charitable activities of migrants in their countries of origin, including help in setting up and expanding schools, hospitals and training measures for young people. The projects are coordinated with the priority areas of GDC in the countries in which the pilot is implemented. According to GDC, “in the long term, this method is to be used to develop permanent cooperation structures between [GDC] and migrant organisations.”

Similarly, the US Agency for International Development established a “Diaspora Engagement” program as part of its Global Development Alliance (GDA). GDA identified six strategic diaspora engagement mechanisms, in addition to individual and household remittances: diaspora philanthropy, diaspora volunteer corps, diaspora direct investment, diaspora capital markets, diaspora tourism and nostalgic trade, and diaspora advocacy and diplomacy. The French government provides support to a consortium of diaspora organizations in France, called FORIM, which promotes dialogue and exchange among diasporas and implements a programme for co-financing development projects in countries of origin, initiated by diaspora organizations. These projects are often reflected in the PSRPs of these countries. Spain has implemented four pilot projects with the participation of Diaspora groups in Senegal, Northern Morocco, Colombia and Ecuador. They aim to promote development by setting up mixed working networks (involving associations, communities, NGOs and local and financial organisations), building a working methodology in order to replicate positive experiences, and testing efficient communication and co-ordination mechanisms.

Sweden’s Policy for Global Development includes a specific focus on activities designed to foster entrepreneurial spirit among migrants in Sweden who want to contribute to development in their countries of origin. The Swedish Government supports Swedfund, a Swedish risk capital company specializing in investments in developing countries. The company is backing pilot projects aimed at promoting investment in developing countries in collaboration with Swedish entrepreneurs with immigrant backgrounds.

Governments are also supporting initiatives to promote more effective, efficient and low cost transfer and use of remittances. These initiatives include support for websites that detail the options and costs of remittance transfers. German Development Cooperation, through GTZ and the Frankfurt School of Finance & Management, supports operation of the website GeldtransFAIR, which provides migrants with information on services offered by banks and other money transfer institutions. The website helps to increase transparency in the remittance market and competition, shorten the time taken for the transfers and reduce fees. As described by GDC, “In this way, money transfer via formal channels will become more attractive and more money will arrive safely at the migrants’ families.” Spain has emphasized the need to reduce the cost of remittance transfers in the framework of the Initiative against Hunger and Poverty (IHP), which sought innovative financing mechanisms to complement Official Development Assistance (ODA) and meet the Millennium Development Goals (MDG).

Spain has also signed agreements of understanding between the Administration (offices of the Secretary of State for International Co-operation, or SECI, and of the Secretary of State for Immigration and Emigration, or SEIE) and the financial sector (Spanish Confederation of Savings Banks, or CECA, and Spanish Banking Association, or AEB) to promote the participation of all parties in the launch of mechanisms able to give remittances a greater impact on development. The agreement has already resulted in a decision by one financial institution to eliminate its fee on remittance transfers.

Some development agencies also support programs to promote effective return and reintegration of migrants, particularly those with skills important to the development of their countries, and where countries of origin are keen to engage with the Diaspora. France has partnership agreements with a number of African countries that include co-development programs that, among other priorities, support return and reintegration of migrants who intend to begin businesses in their home countries. These projects are often reflected in the PSRPs of these countries. A number of governments support the

TOKTEN program operated by the UN Development Programme that helps highly skilled migrants return home for short missions, particularly to support education and training initiatives.

2.2.3 Support for programs and projects targeted at reducing the negative impacts of migration

Development cooperation agencies recognize that policies that combat poverty and provide increased economic opportunities in home countries may provide alternatives to migration, leading to a situation in which migration occurs by choice and not by necessity. French co-développement programs, for example, specifically “support projects for the fight against poverty and sustainable development in the areas experiencing widespread migration.”

Policies and programs to address some of the negative consequences of migration on development focus particular attention on brain drain, helping to stem the long-term migration of highly skilled workers. A number of governments provide scholarship support to students in developing countries, who are able to benefit from the educational opportunities in wealthier countries. The visas obtained through these State-funded programs often require that students return home, at least for a specified period, before they are able to re-enter the country of study to take jobs in it. The types of return programs described above are often framed as part of the effort to reduce brain drain. There are few assessments, however, of their efficacy in accomplishing these aims.

2.2.4 Capacity building and technical assistance for more effective migration management

A fourth area in which developed countries have invested are programs to strengthen migration management and border authorities in developing countries. The Berne Initiative, launched by the Swiss government in 2001 to stimulate cooperation among source, transit and destination countries, produced the *International Agenda for Migration Management*, a set of common understandings and effective practices for a planned, balanced, and comprehensive approach to the management of migration.

Australia’s policy framework recognises that its neighbours’ ability to manage borders effectively, to deal with transnational crime, terrorism and *irregular people movement* (emphasis added) and to respond to outbreaks of infectious disease is vital for their own development. Australia takes a regional approach to partnering with other countries to ensure the efficient and effective delivery of the migration program and to develop a strong regional approach to preventing and deterring irregular migration. This includes technical exchanges and capacity building assistance that strengthen the ability of countries in the region to effectively respond to irregular migration, people smuggling and human trafficking.

The Spanish Agency for International Cooperation has planned to provide technical assistance to the governments of Costa Rica and Nicaragua in order to increase the impact of migration flows between the two countries on their respective development processes, and to improve living conditions in their high-emigration areas. Some concrete activities will be related to the management of migratory flows between the two countries, the improvement of conditions for integration, and psychological support to migrants and their families.

Developed countries also provide support for regional migration consultative mechanisms, in part because they are an effective vehicle for providing technical assistance and training to source and transit countries. The US State Department, for example, provides funding to the consultative mechanisms and monitors progress in the implementation of the recommendations of the Regional Migration Conference in North and Central America in the annual Performance and Assessment Report (PAR) submitted by each federal US agency. Australia also seeks to work through regional forums such as the *Bali Process on People Smuggling, Human Trafficking and Related Transnational Crime* and the *Asia Pacific Consultations on Refugees, Displaced Persons and Migrants*. A key goal of this work is to seek opportunities to discuss relevant issues at a regional level and identify practical and mutually beneficial ways in which countries can work together for the benefit of the region.

2.2.5 Support for research and data collection on migration-development nexus

Recognizing that data and analysis are key elements to improving this area of knowledge and action, donor governments have funded research on migration and development. Better evidence can help countries to design better policies which can maximize the development benefits of migration. The UK Department for International Development, for example, has set out an ambitious research agenda, explaining: “We will deepen our research into how communities from developing countries living overseas affect development, examining political and economic life. We will ask whether the Diaspora can explain differences in economic performance, stability and poverty reduction between developing countries. And we will ask whether having trans-national social identities will affect future development.”

In a coordinated effort, thirteen European countries have joined together in New Opportunities for Research Funding Agency Cooperation in Europe (NORFACE), which funds research on migration to Europe, exploring its impacts on both host and source countries. In explaining its 2008 grant solicitation, NORFACE notes: There is a great need to build a new synergetic body of research which will contribute strongly to our *theoretical* understanding and knowledge in the area of migration research. The proposed research topics are designed to address this need through theory-guided, comparative, multi-level and time referenced studies especially in relatively unexplored areas, or fields with unresolved issues.” Among the priorities for research are studies that examine the individual, economic and social consequences of migration on sending countries.

France¹⁷, Great Britain, Denmark, and the Netherlands joined together in a World Bank coordinated a research project on data collection from households of a dozen countries in Sub-Saharan Africa. The purpose of this study was to measure the actual financial flows of the remittances, but also how such moneys are used in the country of origin and their impact. This analysis is based on nation-wide samples that are representative of the respective countries.

A network of researchers specialized in economics that was created to work on migration issues, has also seen good progress, *inter alia* on the basis of a high-level international conference held in Lille, France in June 2008, and which was widely attended by European representatives. Also worth highlighting is a project led by the World Bank on migration and development, an initiative that France (led by its Development Agency) has decided to renew on a yearly basis.

Still other government research programs focus on specific issues within the overall area of migration and development. The U.S. government, for example, has focused research funding on trafficking in persons, including studies of the causes and consequences of trafficking for development. There are also private initiatives to improve data, including a new Commission on Migration Data for Development Research launched by the Center for Global Development.

2.3 Institutional Frameworks

In its report prepared for the Brussels GFMD, the Swedish government found that “A majority of States (63%) reported that they have a particular unit or department in charge of coordinating work on migration and development, and 57% of States responded that they have established focal points for migration and development within individual ministries, departments, and/or agencies.... Sixty-five percent of the States responded that those responsible for migration policy and development policy have *formal consultations* with one another.” This section outlines several institutional approaches to offer

¹⁷ The Ministry of Immigration, Integration, National Identity and Mutually Supportive Development; the Directorate General of the Treasury and Economic Policy of the Ministry of Economy, Industry and Employment; and the French Development Agency.

greater collaboration. Section 2.3.1 presents Ghana, Switzerland and Sweden's interagency coordination strategy and the recent French case of a new ministerial framework while Section 2.3.2 describes the specialized offices established in Mexico, the Philippines, and India to coordinate government relations with nationals living abroad.

2.3.1 Inter-agency Collaboration Strategies

As indicated in the input from Ghana, to ensure policy coherence and promote synergies between agencies working on migration, Ghana plans to establish an independent National Commission on Migration, under the Office of the President. The Commission is expected to be an independent policy and coordinating body which will provide an institutional framework to promote migration and development links, foster dialogue and enhance regional and international partnerships. The Commission will be serviced by a Secretariat, headed by an Executive Secretary who will be charged with the responsibility of the coordination and management of migration issues in Ghana

As a prelude to the creation of the Commission, UNDP and other donors are supporting the establishment of an Inter-Ministerial Standing Committee on Migration, under the Office of the President. The Commission comprises key Ministries, Departments and Agencies (MDAs) whose work impact on migration. Notable among the MDAs are: Foreign Affairs, NEPAD and Regional Cooperation, Finance and Economic Planning, Interior, Justice and Attorney-General, Trade Industry, Manpower, Youth and Employment, National Development Planning Commission, National Population Council, Ghana Immigration Service, Ghana Investment Promotion Centre, Centre for Migration Studies, University of Ghana, Ghana Statistical Service and Bank of Ghana. Initial meetings have had encouraging representation.

The input from Switzerland discusses a longer standing inter-agency collaborative process related to return migration and development. Since 1997, the *Interdepartmental Steering Group on Return Assistance* (ISR) coordinates voluntary return of migrants to their home countries. The Federal Office for Migration (Federal Department¹⁸ of Justice and Police – FDJP) offers individual repatriation grants and reintegration assistance as well as projects to the benefit of the local population. The latter are implemented by the Swiss Agency for Development and Cooperation (Federal Department of Foreign Affairs – FDFA). The ISR was therefore established primarily for practical reasons – to have a coordination platform between the funding and the implementing agency.

In 2003, the Swiss Federal Council instituted the *Interdepartmental Working Group in the Field of Migration and Return* (IWMR), largely for political reasons. The IWMR had the mandate to identify synergies between foreign policy instruments and migration policy in order to increase interdepartmental coordination and to formulate a holistic migration strategy. One of the results of the IWMR's report was the creation of a committee of the *Interdepartmental Working Group Migration* (IWM), co-chaired by the Federal Office for Migration and the Political Affairs Division IV (FDFA) and the participation of at least four out of seven Federal Departments. The aim of this committee is to offer a platform for all migration and foreign policy related interests of each Federal Office and to establish the political framework to formulate a common strategy for the cooperation with key countries. An important field of activity of the committee is the implementation of so-called *migration partnerships*.

In addition, there are a number of interdepartmental task forces and project teams such as the task force charged with the participation of Switzerland at the GFMD process. These interdepartmental platforms can be both institutionalized, such as the task force mentioned above, or ad hoc, such as the workshops that had been organised to discuss the Global Commission report with the participation of five Federal Departments. The interdepartmental working groups usually operate as consensus-oriented steering

¹⁸ A Department in Switzerland equates a Ministry.

committees and information platforms, incorporating all the relevant interests concerning migration policy within the Federal Administration of Switzerland.

The government of Sweden, in implementing its Policy for Global Development (2002), and in the Communication in 2008 to the Policy (referenced in section 2.2.3), follows the procedures for interdepartmental consultations. The government makes decisions collectively—that is, all ministers are responsible for Cabinet decisions even if their preparation falls under the responsibility of individual ministers and ministries. The principle of collective responsibility is ensured by a system of joint preparations through which civil servants in relevant departments have to consult regularly with one another and approve decisions.

France has created a new Ministry incorporating the portfolios of immigration, integration, national identity and mutually supportive development (French Ministry of Immigration, Integration, National Identity and Mutually Supportive Development – decree of 26 December 2007). This institutional approach reflects a new structural concept aimed at strengthening the coherence and effectiveness of all public policies related to migration issues, including the mutually supportive development with migrants. The Ministry incorporates all departments that were previously spread among the Ministries of Interior, Social Affairs and Foreign Affairs. It thus deals with all matters pertaining to border control, management of migration flows, return, integration, asylum, citizenship and development in countries of origin.

The Spanish Development Cooperation Council, one of the three consultative bodies of the Spanish cooperation for development, established in 2005 a Working Group on Migration and Development. This Working Group convenes representatives of the Public Administration and civil society, such as trade unions, NGOs, migrants associations (through the Social Forum for the Integration of Migrants), academic institutions, private sector and other stakeholders involved in this subject. This Working Group elaborated in 2005 the "codevelopment consensus document", reviewed in december 2007, in order to contribute to give guidance to the different actors in the field of migration and development. This Working Group also ensures the follow-up of the concrete projects, through the analysis of detailed and regular information within the general ODA data collection system.

In 2008, the Working Group has been committed to elaborate a report on policy coherence in the field of migration. The main purpose is to analyse to what extent the existing Spanish policies in the field of migration (including measures in the field of labour and home affairs, but also education and health) contribute to, and/or have negative impacts on, the development objectives and principles defined in the Spanish international cooperation for development policy. Concrete recommendations in this context will be added.

2.3.2 Institutional Strategies to Collaborate with Migrants Abroad

Establishing offices to promote effective collaboration with migrants and diasporas is one mechanism by which source countries seek to enhance the development impact of migration. The government of Mexico established the 'Instituto de los Mexicanos en el Exterior' (IME—Institute for Mexicans Abroad) in 2003 to identify and analyze problems, challenges, opportunities within the Mexican communities abroad. IME provides an opportunity for Mexican officials, including the President of Mexico, to meet regularly with Mexicans living abroad, mainly those in the United States. The agenda generally includes ways in which the Mexican government can promote the rights of its citizens abroad and how citizens abroad can help promote development in Mexico.

The Philippine Overseas Employment Administration (POEA) represents another institutional approach to enhancing development through migration. It was created in 1982 with dual functions: to promote and develop the overseas employment program, and to protect the rights of migrant workers. Its services include education and information campaigns, pre-employment and pre-deployment

orientations, legal assistance to migrant workers who are exploited or fall victim to crime, and repatriation assistance. POEA works with a network of non-governmental organizations and workers' organizations, as well as an array of government agencies, including the Ministry of Foreign Affairs, the Department of Labor and Employment, Overseas Workers Welfare Administration, Philippines Health Insurance Corporation, the Social Security System, and the Technical Education and Skills Development Authority. The mid-term national development plan (2004-2010) sets out the goal of linking electronically the 12 government agencies involved in Overseas Filipino Worker (OFW) documentation in order to reduce the documentation process cycle time, requirements, and cost by 50 percent.

The Ministry of Overseas Indian Affairs offers several types of services to Indian citizens living abroad. These include diaspora services, financial services and overseas employment services. The diaspora services are aimed not only at migrants but also at children in the diaspora. For example, the Ministry offers a three-week internship programme for diaspora youth "with a view to promote awareness on India, its socio-cultural diversity, its all round development, its emergence as an economic powerhouse.... The participants from countries having larger population of People of Indian Origin are selected based on recommendations made by Indian Missions/Posts abroad. They are provided with full hospitality and are reimbursed one-way economy class airfare from their respective country to India." Financial services provide information on remittances and investment in India.

The State of Israel and Diaspora communities have developed a number of governmental and non-governmental institutions to create the infrastructure essential to coordinate the development of a common agenda and to channel targeted development assistance from the Diaspora to Israel. Diaspora assistance to Israel often addresses socio-economic development needs, such as providing assistance to Israel's peripheral development towns, hospitals and universities, or vulnerable populations. This infrastructure also enables Israel to assist its diaspora – most typically in the form of cultural and educational resources.

3. POLICY CHALLENGES

3.1 Policy and institutional coherence

From rhetoric to implementation

Four factors are central in moving from rhetoric to implementation and to work towards more coherence in policy and institutional collaboration of governments: *political will, financial resources* (including for capacity building activities where appropriate), *the participation of migrants themselves in initiatives to promote development*, and *the involvement of other members of civil society and the private sector*. Also important are *organization, information sharing* and *cooperation*. Political will is required to ensure that the migration and development nexus receives appropriate attention in government initiatives and policies, which in turn will lead to sufficient resources to allow for the implementation of new initiatives on a large enough scale to be meaningful.

A principal challenge thus relates to the formulation and adoption of coherent plans that take into account all the interconnected issues described in previous chapters. In doing so governments may also need to address traditional institutional barriers, such as conflicting responsibilities and policies between government ministries and departments (i.e. development agencies do not have the same mandate as migration offices). The institutional arrangements and collaboration identified in Section 2.3, providing concerned ministries and offices with the necessary framework for coordination and cooperation, may therefore serve as examples on how these potential barriers and conflicting interests can be addressed,.

Institutional coherence

Institutional collaboration identified in section 2.3 falls into two categories. The first category concerns *intra-governmental* mechanisms established to promote more effective policy development and program implementation at the national level. These include appointments of designated focal points within ministries in dealing with migration and development issues and the establishment of inter-departmental taskforces, working groups and commissions to promote collaboration across government ministries. Such mechanisms would also determine the collaboration with other actors concerned about migration and development, particularly migrants, migrant associations and diaspora groups, and the private sector. Bringing migrants into the decision-making process can be difficult, particularly if they are geographically dispersed, do not have regular or secure status in the country of destination, or are divided in terms of gender or socio-economic status in ways that hinder their effective participation as partners in policy formulation.

The second category includes institutional mechanisms to promote *consultation and cooperation between governments* at the regional and global levels, as well as with other actors, including international organizations and international non-governmental organizations. Effective and coherent inter-governmental and international cooperation to a large extent depends on well-defined intra-governmental arrangements, building on an already established coherent policy within and between ministries.

3.2 Evaluation

Assessing the impact of programs and institutional arrangements

At present, many of the initiatives launched under the migration-development rubric are *pilots or small-scale initiatives and programs* that aim to maximize the benefits of migration for development and visa versa. A challenge ahead is to assess their effectiveness and to determine the extent to which they are replicable in different contexts. Although it is important to recognize that a ‘one shoe cannot fit all’, it is equally important to develop general guidelines regarding programs and initiatives that are effective. Systematic and consistent evaluation of new *organizational arrangements* is essential to developing the information base needed to make coherent policy and programmatic choices.

Assessments should include measures of *process, outcomes* and, eventually, *impacts* of the new strategies. Process evaluations will help inform future decisions about how to initiate and implement policies and programs or to develop greater collaboration between migration and development actors. For example, the process evaluations could identify the best ways to consult with and ensure effective participation of migrants and diaspora groups in the formulation of development plans. The outcome evaluations should seek to identify the direct benefits and costs of programs implemented under the migration-development policy rubric. Lastly, the impact evaluations should seek to measure the overall effects of these strategies on poverty reduction and development.

Even within the evolving mechanisms for weighing the development impact of migration, far greater attention has been placed on economic impacts, particularly the financial effects of remittances. Less attention has been paid in the PRSPs, national development plans and donor development policies to the impacts captured in the Human Development Index, including educational attainment, literacy, life expectancy, and per capita GDP, or to issues of good governance and rule of law.¹⁹ One exception is concern about the impact of the migration of health professionals on source countries. Also, a small but growing literature on migration and development is examining the impact of migration and diaspora activities on educational/literacy and health and fertility outcomes. The findings from this literature need to be incorporated into development planning to gain a more holistic understanding of the nexus and its policy ramifications.

¹⁹ Publication of the 2009 Human Development Report, which will focus on migration, may help increase attention to these measures.

Of particular importance in this respect is assessment of the institutional frameworks by which governments cooperate with other actors, including international organizations, private sector and civil society organizations. Also needing assessment is how governments relate to migrants abroad and members of the diaspora. As discussed above, a number of countries have established offices to promote greater consultation and cooperation with those who have migrated. These countries also have active consular presence in the principal countries of destination, generally with a dual mission of protecting the rights of their nationals and consulting with them as needed. Other countries are considering similar organizational arrangements and would benefit from systematic evaluations of the effectiveness of various institutional models.

Some governments might already assess the economic impact of immigration to their own country. Little seems however to have been done to assess the positive or negative impact of immigration policies for the development of countries of origin. As mentioned in chapter 2.2.1 the UK will monitor the impact of its new immigration Points Based System on a number of developing countries. Likewise in depth assessments of emigration policies such as the Philippines Over Sea Workers plan, on the development of sending countries and on the capability to address the internal workforce need, could help formulating future decisions.

4. QUESTIONS TO GUIDE THE DISCUSSION – POSSIBLE WAYS FORWARD

Roundtable Session 3.2 of the Global Forum on Migration and Development aims at stimulating discussion of mechanisms to promote clearer and more effective coherence between migration and development policies, programs and institutional arrangements. In discussing mechanisms to promote policy coherence, discussion should also focus on the effectiveness of PRSPs and national development plans of source countries, as well as development policies and programs adopted by destination countries.

The following questions, which flow from the challenges described in the previous section, are proposed to guide the discussion.

4.1 Questions

4.1.1 Mechanisms to promote policy, program and institutional coherence

- a) ***Building political consensus and will:*** What are effective practices for ensuring recognition of the complex interconnections between migration and development and building the political will to implement new strategies to maximize the benefits and minimize the costs of migration for poverty reduction and development?
- b) ***Resolving conflicting and competing interests:*** What are effective practices to consult with all actors involved in the migration and development process to ensure that conflicting and competing interests are taken into account and consensus built on ways to move forward with a migration and development agenda?
- c) ***Instituting more effective consultative mechanisms:*** What are effective practices to promote institutional collaboration within governments and between governments and other actors in the migration and development communities, including migrants and diasporas?
- d) ***Instituting more effective decision-making mechanisms:*** What are effective practices to ensure more effective policy and programmatic decision-making to implement strategies that maximize benefits and minimize costs of migration for poverty reduction and development?

e) *Allocating financial and human resources:* What are effective practices to ensure appropriate allocation of financial and human resources necessary to implement strategies that maximize benefits and minimize costs of migration for poverty reduction and development?

f) *Moving towards effective action:* What are the best ways in which governments can move from recognition of the importance of migration and development to implementation of effective policies, strategies and programs?

4.1.2 Mechanisms to monitor progress and make necessary changes in strategies

a) *Data collection:* What data are needed to ensure that migration and development strategies meet the highest standards of policy and programmatic coherence?

b) *Monitoring and evaluating policy and program impact:* What are effective practices to ensure that migration and development policies and programs are monitored and evaluated to determine their impact on poverty reduction, economic growth and other indicators of development?

c) *Feedback mechanisms to improve policies and institutional arrangements:* What are effective practices to ensure that the results of evaluations and monitoring mechanisms inform future policy and program development and implementation, including expansion and replication of strategies that prove effective?

d) *Identifying new and emerging issues:* What are effective practices that allow governments to identify new and emerging issues that hold the potential for maximizing or disrupting the development payoff of migration?

4.2 Possible ways forward

The “possible ways forward” that follow are offered for consideration and discussion. They build on the questions posed above and are offered with a view towards facilitating the work of delegates participating in Session 3.2 to identify practical and action-oriented outcomes. They are not intended to preclude different or additional outcomes.

4.2.1 Moving towards effective action

The concept of designating national inter-ministerial/departmental government focal points for migration and development could be actively pursued. Such focal points would have appropriate authority to act as a coordinating link between all government departments dealing with migration, development and related matters. The pursuit of this approach would reflect the political will of governments to build consensus for ensuring recognition of the complex interconnections between migration and development. It would also be in line with the creation of GFMD national focal points as a result of the July 2007 GFMD in Brussels, and take account of the results of the follow-up survey on ‘Policy and institutional coherence on migration and development within Government’ undertaken by Sweden in preparation of GFMD Manila Roundtable Session 3.2.

Action by governments could be reported on at the next GFMD to be held in Greece.

4.2.2 Integrating migration issues into national development plans, poverty reduction strategies and donor policies, and integrating development issues into migration policies

The systematic review of existing national development plans, poverty reduction strategies and donor development policies undertaken for the GFMD could be expanded to move beyond a paper review of these plans, strategies and policies to an assessment of their implementation. During the coming year, it could be useful to choose several countries to serve as pilots for such a systemic review, perhaps involving governments drawn from the Roundtable 3.2 preparatory team. The GFMD to be held in Greece could be a venue for reporting the results of the pilot reviews and discussing ways to mainstream such reviews into regular reporting processes. These results could also be incorporated into technical cooperation and training initiatives for more effective integration of migration and development into policies, plans and strategies.

4.2.3 Monitoring and evaluating new initiatives on migration and development

GFMD could stimulate progress in monitoring and evaluating new initiatives and programs aimed at addressing the complex interconnections between migration and development. A first step might be a meeting during the next twelve months to discuss the appropriate evaluation strategies and methodologies to determine the impact of programs undertaken under the migration and development rubric on poverty reduction, economic growth, human development measures, and other indicators of development. As many of these programs are transnational, involving origin and destination countries, the evaluation strategies would need to capture the impact in both locations. Pilot testing could follow the identification of strategies and methodologies. The results could be reported to the GFMD to be held in Greece.