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**Documento informativo**  
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**Mesa redonda 3:**

*Mejorar la coherencia institucional y política, además de la promoción de las asociaciones*

**Sesión 3.2**

*Planificación política coherente y metodología para relacionar la migración y el desarrollo*

**Organización:**

Coordinador de la sesión: Gobierno de Suecia

Socios en la organización de la sesión: Gobierno de Suecia, Gobierno de Ghana, Banco Mundial, Centro de desarrollo de la OCDE, Dña. Anita Bundegaard

Los asuntos horizontales se han tratado en base a las contribuciones proporcionadas por la Organización Internacional del Trabajo, la Oficina del Alto Comisionado de las Naciones Unidas para Los Derechos Humanos, la Organización Internacional para las Migraciones y el Centro para la Igualdad de Oportunidades y Lucha contra el Racismo.

Coordinador de la “Task Force” : Valérie Van Goethem

**Panel de la sesión:**

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## **Documento informativo**

Este documento sirve de base para la sesión 3.2 de la mesa redonda: *Planificación política coherente y metodología para relacionar la migración y el desarrollo*. Pretende, entre otras cosas, 1) proporcionar los fundamentos para un acuerdo común de coherencia entre las políticas de migración y desarrollo, 2) describir la importancia de la coherencia política en relación, concretamente, con la migración y el desarrollo, 3) ofrecer una breve perspectiva general de las experiencias de los estados en la promoción de la coherencia política, a través de diferentes mecanismos y/o acuerdos institucionales, 4) presentar una serie de recomendaciones específicas sobre cómo construir una infraestructura institucional y crear un entorno propicio para la planificación política coherente, entre los ámbitos políticos relacionados con la migración y el desarrollo a nivel nacional y, finalmente, 5) proponer acciones de seguimiento para informar sobre los avances realizados.

El documento se basa en un cuestionario distribuido a todos los puntos centrales del FMMD en abril de 2007.<sup>1</sup> El objetivo del cuestionario consistía en recopilar información para ofrecer una perspectiva general de las experiencias y lecciones aprendidas a nivel nacional, con respecto a los esfuerzos para promover la coherencia política, a fin de mejorar el impacto del desarrollo de la migración y minimizar los efectos negativos. Por consiguiente, este documento no se centra en las políticas sobre migración y desarrollo en sí mismas, sino en *cómo* se han comprometido los gobiernos y organismos y han establecido estructuras formales e informales, con el objetivo de acercar las políticas y decisiones sobre migración y desarrollo de forma coherente. Las preguntas del cuestionario se planteaban entorno a seis grupos temáticos para facilitar un registro resumido de los compromisos políticos, los acuerdos institucionales y los avances de los estados, con respecto a la coherencia entre las partes relevantes de las políticas sobre migración y desarrollo. El esquema de este documento informativo sigue estos grupos de preguntas. El análisis de las respuestas constituye la base para una serie de recomendaciones preliminares para su posterior estudio.

La *Sección 1* introduce el concepto de coherencia política y cómo se relaciona con la migración y el desarrollo; la *Sección 2* describe tres categorías de mecanismos para promover la coherencia política y ofrece una perspectiva general del progreso realizado según las respuestas al cuestionario; la *Sección 3* aborda el papel de la colaboración regional e internacional para fomentar la coherencia política entre la migración y el desarrollo; la *Sección 4* trata los instrumentos de planificación política nacional (por ejemplo, Estrategias para la Reducción de la Pobreza/ERP en los países de origen y estrategias del país para la cooperación al desarrollo en los

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<sup>1</sup> A 15 de junio de 2007, se recibieron cuarenta y cinco respuestas, representando a estados de todas las regiones. Consulte el *Anexo I* para ver el cuestionario, el *Anexo II* para una lista de los estados que respondieron y el *Anexo III* para una representación gráfica de los resultados. N.B.: Cuando nos referimos a las respuestas del cuestionario, los porcentajes que se ofrecen en este documento sólo representan al grupo de estados que respondió y, por ello, no deberían interpretarse como totalmente representativos o pertenecientes a todos los estados. Las referencias a respuestas y estados concretos tienen la intención de proporcionar ejemplos ilustrativos que resulten pertinentes para los asuntos que se estén tratando y no reflejan necesariamente las respuestas individuales de los estados al cuestionario en su conjunto.

países de destino) que cuentan con el potencial para estimular una política coherente. La *Sección 5* ofrece una serie de recomendaciones sobre cómo pueden conseguir los estados una mayor coherencia política y plantea varias cuestiones para orientar el debate de la mesa redonda; y la *Sección 6* presenta algunas propuestas para acciones de seguimiento.

### **El nexo migración-desarrollo**

Durante mucho tiempo la migración y el desarrollo han constituido ámbitos políticos separados e independientes en gran medida, a menudo con objetivos divergentes. Los responsables políticos de la migración se han centrado fundamentalmente en controlar los flujos migratorios de entrada y salida, mientras que los políticos responsables del desarrollo han ignorado en gran medida a la migración como un asunto de relacionado con el desarrollo, o han puesto su atención en algunas de las causas principales de la migración, como son la pobreza y la inseguridad. Sin embargo, la examinación de las causas principales de la migración es una condición previa fundamental para comprender la relación entre los dos ámbitos políticos, no resulta suficiente.

En los últimos años, los gobiernos, dirigentes políticos, profesionales del desarrollo y otros actores se han ido familiarizando cada vez más con los diferentes modos en que los hombres y mujeres emigrantes contribuyen al desarrollo de los países de origen y destino (lo que a menudo se conoce como el nexo migración-desarrollo). En los países de origen, los emigrantes ayudan, por ejemplo, a paliar presiones en los mercados laborales y contribuyen al desarrollo a través de remesas, transferencia de aptitudes y conocimientos adquiridos durante la migración, y de inversiones realizadas por parte de las comunidades de expatriados. En los países de destino, los emigrantes contribuyen al desarrollo, por ejemplo, satisfaciendo la escasez de mano de obra, aumentando la demanda de productos y servicios y aportando sus aptitudes emprendedoras. Sin embargo, sólo será posible sacar el máximo beneficio de estas contribuciones de los emigrantes si las mujeres y hombres pueden ejercer sus derechos humanos, aprovechar oportunidades y desarrollar completamente su potencial. En efecto, la dimensión humana de la migración no puede desvincularse de los aspectos económicos, sociales y de desarrollo de la migración. La promoción de los derechos humanos y, en particular, los principios de igualdad y de no-discriminación, constituye un punto de discusión fundamental mostrando el “nexos” de la migración y el desarrollo. Los emigrantes, cuyos derechos son respetados, son más capaces de contribuir a la economía de los países de destino y de actuar como agentes para el desarrollo de sus países de origen. Salvaguardar los intereses propios de los emigrantes, así como maximizar las consecuencias positivas de la migración para el desarrollo, al mismo tiempo que se minimizan las negativas, dependerá de hasta qué punto los dirigentes políticos responsables de distintos ámbitos pueden identificar y promover las sinergias entre la migración y el desarrollo.

#### **1. Coherencia política: conexión entre migración y desarrollo**

En el marco de este documento, la coherencia política se refiere al desarrollo sistemático de políticas y decisiones que se refuercen mutuamente en todos los departamentos y organismos gubernamentales, así como al fomento de sinergias entre diferentes ámbitos políticos de relevancia para la migración y el desarrollo, con el objetivo de maximizar el impacto sobre el desarrollo. La coherencia política requiere que los dirigentes políticos responsables del desarrollo reconozcan la importancia de la migración para alcanzar los resultados de desarrollo deseados y que los dirigentes políticos responsables de la migración comprendan y consideren los impactos del desarrollo de las políticas de migración. La coherencia política necesita una cooperación y coordinación más cercana entre los ministerios, departamentos y/u organismos relevantes. También existe una necesidad de aumentar la concienciación sobre intereses y objetivos

divergentes, e incluso incompatibles, entre políticas nacionales e internacionales, y de encontrar modos constructivos de ocuparse de ellos. De este modo, el objetivo global de la coherencia política consiste en lograr perseguir de forma más efectiva los objetivos de los ámbitos políticos tanto de migración como de desarrollo, concretamente, los Objetivos de Desarrollo del Milenio (ODM), incrementando la concienciación acerca de los intereses incompatibles y garantizando que se identifiquen y maximizan las sinergias positivas.

Durante los últimos años, se ha hecho más evidente la necesidad de mejorar la coherencia entre las políticas de migración y desarrollo, sobre todo debido al mayor reconocimiento del nexo migración-desarrollo. En su informe de 2005, *Migration in an interconnected world: new directions for action*, la Comisión Mundial sobre Migraciones Internacionales (CCMI) destacaba la necesidad de una coherencia mejorada y una capacidad consolidada a nivel nacional (tanto en los países de origen como de destino) en lo que se refiere al tratamiento de la migración internacional. Es lo que comúnmente se conoce como un enfoque «*whole of government*», es decir, en nuestro caso la coordinación entre los ministerios/departamentos dentro de los gobiernos que se encarguen de asuntos de relevancia para los emigrantes y la migración como, por ejemplo, relaciones exteriores, protección e integración social, comercio, empleo y trabajo digno, derechos humanos, equidad de género, sanidad, educación y seguridad.

La integración de una perspectiva de género en contribución a unas políticas de desarrollo y migración coherentes supone una garantía adicional de su eficacia y sostenibilidad. El hecho de tener en cuenta consideraciones de género no significa que haya que rediseñarlas, sino examinar cómo se pueden incorporar necesidades, prioridades e intereses específicos de los hombres y mujeres emigrantes.

Aunque se necesita coherencia política a nivel nacional, regional e internacional, este documento centra su atención en la coherencia política a nivel nacional.

## **2. Mecanismos para promover la coherencia entre las políticas de migración y desarrollo**

Lograr la coherencia política entre la migración y el desarrollo no es en absoluto una tarea sencilla. Las respuestas al cuestionario muestran claramente que no existe una fórmula, herramienta o plan integral de acción único que promueva las sinergias entre las políticas de desarrollo y migración. Por otra parte, los esfuerzos para mejorar la coherencia política involucran actores, que representan diferentes ámbitos de toma de decisiones, y se encuentran vinculados a contextos políticos, sociales, económicos e institucionales concretos, tanto en los países de origen como de destino. Un estudio reciente sobre mecanismos para promover la coherencia política para el desarrollo, en general, identificó tres categorías en las se pueden agrupar dichos mecanismos<sup>2</sup>:

- a) política y toma de decisiones políticas globales (es decir, compromiso político)
- b) administración e instituciones gubernamentales (es decir, formas de consulta y cooperación)
- c) capacidad de evaluación y asesoramiento (es decir, recursos humanos y económicos, entre otros)

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<sup>2</sup> Los tres mecanismos están tomados del CDPM (European Centre for Development Policy Management, Maastricht), ICEI (Instituto Complutense de Estudios Internacionales), Madrid, Triple Evaluations no. 2, *EU mechanisms that promote policy coherence for development: A scoping study* (2005).

Son necesarios esfuerzos en las tres categorías para mejorar la coherencia política y, asimismo, las tres se encuentran interrelacionadas. Sin un compromiso político claro, es poco probable que exista una infraestructura institucional que facilite la coherencia política entre migración y desarrollo. Si dicha infraestructura existe, pero los políticos responsables de la migración no son conscientes de las consecuencias que sus decisiones políticas tienen sobre el desarrollo, y viceversa, entonces no existe ninguna base analítica para identificar sinergias. Finalmente, si existe tanto un compromiso político sólido como una infraestructura eficiente para la cooperación, pero no cuentan con el apoyo de, entre otros, los recursos humanos y financieros adecuados, será difícil avanzar para conseguir la coherencia política.

#### **a) Política general y toma de decisiones: la importancia del compromiso político**

El compromiso político es una condición previa para la acción política. Con respecto a la migración y el desarrollo, el compromiso político presupone un reconocimiento de conexiones positivas (así como una aceptación de las posibles conexiones negativas) entre la migración y el desarrollo. También requiere voluntad política para abordar la migración como un asunto dentro de los ámbitos políticos de relevancia para el desarrollo, además de consideraciones sobre el desarrollo en la política de migración. Ello podría reflejar una intención de dedicar, entre otros, recursos humanos y económicos específicos para estos asuntos. El compromiso político se puede manifestar y comunicar de diferentes maneras (por ejemplo, por medio de un plan político nacional, una declaración gubernamental, comunicados oficiales, etc.).

La mayoría de estados (70%) respondió que sus gobiernos habían declarado oficialmente que la migración es importante para el desarrollo y el 59% manifestó que sus gobiernos habían declarado oficialmente que el desarrollo es importante para la migración. Resulta obvio que el Diálogo de Alto Nivel sobre Migración y Desarrollo celebrado en Nueva York en septiembre de 2006 estimuló un compromiso político por parte de los estados. Para muchos estados africanos y europeos, las conferencias ministeriales en Rabat y Trípoli de 2006 también generaron mayor compromiso político.

El setenta y uno por ciento de los estados que respondieron al cuestionario declaró que la migración se identifica como un asunto dentro de los ámbitos políticos de relevancia para el desarrollo. Varios estados señalaron que a la hora de formular sus políticas de desarrollo, se tienen en cuenta la fuga y recuperación de cerebros, así como las remesas y la implicación de la diáspora. Algunos estados mencionaron que está aumentando el reconocimiento de las conexiones entre la migración y el desarrollo, pero que aún no se han identificado como una *prioridad política formal*.

La mayoría de estados (61%) también identificó al desarrollo como un asunto al que se le ha dado prioridad dentro de la política migratoria. Los ámbitos de política migratoria en los que cada vez se tienen más en cuenta aspectos sobre el desarrollo incluyen: el retorno de la migración y su reinserción, compromiso de las diásporas y promoción de la migración circular. Las respuestas de algunos estados (Jamaica, los Países Bajos y Suiza) también señalaron que las consideraciones sobre el desarrollo se encuentran implícitas en la formulación de las políticas de migración laboral. Italia mencionó que, para dar mayor prioridad al desarrollo en la formulación de las políticas migratorias, resultaría útil que las diásporas y los países de origen realizaran peticiones más concretas. Algunos estados destacaron que la migración se encontraba relacionada con otros asuntos tales como las políticas de seguridad y derechos humanos.

Tan sólo nueve estados (Brasil, Ecuador, El Salvador, Francia, Países Bajos, Filipinas, Sudáfrica, Túnez y Uruguay) respondieron que en la actualidad cuentan con un plan o estrategia política

nacional para la migración y el desarrollo. El Reino Unido ha elaborado un documento político sobre migración y desarrollo, que pertenece al Ministerio de Desarrollo Internacional (DFID). Sin embargo, 21 estados respondieron que piensan elaborar una política nacional sobre migración y desarrollo en los próximos tres años, lo que constituye una señal del aumento del compromiso y reconocimiento político acerca de la importancia de tales asuntos. Hungría destacó que un plan adoptado oficialmente constituiría una base fundamental para la integración de la migración en los procesos de planificación del desarrollo. Varios estados mencionaron que sus políticas de migración y desarrollo son anteriores al surgimiento de un consenso creciente acerca del nexo migración-desarrollo y, por lo tanto, se encuentran en el proceso de revisión.

Aunque un número relativamente bajo de estados declaró que ya disponen de un plan político nacional en marcha, varios estados han introducido la migración en la política de desarrollo y consideraciones acerca del desarrollo en las políticas de migración, de otros modos. Por ejemplo, varios estados promueven medidas para convertir la migración en un factor positivo para el desarrollo, además de reducir la fuga de cerebros (por ejemplo, la República Checa, Alemania, Grecia, Italia, Noruega, Ruanda y Suiza). La República Checa explicó que la migración ya se encuentra bien integrada dentro de su política de AOD como uno de los nueve sectores/temas prioritarios. Suiza aludió que la intención de su política nacional de entablar asociaciones migratorias con estados clave representa una manera de acercar los dos ámbitos políticos. Azerbaiyán no cuenta con un plan político nacional, pero se tienen en cuenta los asuntos relacionados con la migración y el desarrollo a través de diferentes programas gubernamentales de desarrollo, así como en el Concepto Estatal de Gestión de la Migración y el Programa Estatal de Migración. Lituania establecerá una Comisión Intragubernamental de Cooperación al Desarrollo (CICD), que constará de funcionarios de alto nivel que serán responsables de la coordinación política sobre el desarrollo y otros asuntos relacionados.

#### **b) Administración e instituciones gubernamentales: la necesidad de recursos, diálogo y colaboración**

La capacidad institucional, incluidos los mecanismos para la cooperación y el diálogo sistemático, determinará, en gran medida, lo bien que un país pueda generar coherencia entre sus políticas nacionales y los papeles de los diferentes ministerios y organismos implicados en los asuntos relacionados con la migración y el desarrollo. Tal y como se ha mencionado anteriormente, la migración y el desarrollo, hasta hace poco, se han percibido como ámbitos políticos separados, con objetivos independientes y a veces divergentes, lo que significa que puede que los ministerios, departamentos y/u organismos responsables de cada uno no hayan elaborado los acuerdos institucionales necesarios para promover las sinergias. Por lo tanto, resulta importante establecer un entorno y «cultura» administrativa que promueva la cooperación institucional.

La mayoría de estados (63%) informó de que contaban con una unidad o departamento específico que se encarga de coordinar el trabajo sobre migración y desarrollo, y un 57% de los estados respondió que han establecido puntos centrales para la migración y el desarrollo dentro de los ministerios, departamentos y/u organismos individuales. Estos puntos centrales abarcan una amplia variedad de ministerios y departamentos gubernamentales, entre los que se incluyen los ministerios de asuntos exteriores, trabajo, interior, etc. La mayoría de los estados declaró que el establecimiento de puntos centrales, dentro de las partes relevantes de la estructura gubernamental, ha resultado útil para promover y alcanzar mayor coherencia entre las políticas y acciones de migración y desarrollo. La mayoría de estados (70%) contestó que la creación de un punto central concretamente para el FMMD ha contribuido a mejorar las consultas políticas sobre migración y desarrollo dentro de sus países. Esto resulta prometedor, ya que sugiere que la



participación en el FMMD brinda un estímulo para que los estados establezcan mecanismos que aborden las implicaciones políticas del nexo migración-desarrollo de un modo más estructurado. De este modo, el proceso preliminar del FMMD podría contribuir por sí mismo a mejorar la coherencia política.

El sesenta y cinco por ciento de los estados respondió que los responsables de las políticas sobre migración y desarrollo realizan *consultas formales* entre ellos. Dichas consultas formales se celebran como media cada 1-3 meses y, generalmente, se realizan en grupos de trabajo, equipos operativos y reuniones del consejo consultivo. Por ejemplo, Sudáfrica ha establecido recientemente una comisión interdepartamental sobre migración y desarrollo y destaca que la participación regular y las aportaciones a la reunión resultan fundamentales. Filipinas ha creado un consejo consultivo sobre trabajadores en el extranjero (CCOFW) que está constituido por organismos relacionados con la migración, así como ONG que abordan asuntos sobre trabajadores emigrantes. En el Salvador, el asunto de la migración y desarrollo forma parte de las reuniones ministeriales del consejo. El setenta y siete por ciento respondió que los responsables de las políticas sobre migración y desarrollo realizan *consultas informales* entre ellos. Estas consultas informales tienden a producirse con mayor frecuencia (el 40% de los estados contestó que tienen lugar diariamente y el 23% semanalmente) y se realizan, generalmente, a través de contactos telefónicos o correo electrónico.

La mayoría de los estados señaló que se encontraba satisfecha con sus mecanismos de consulta. Con respecto a cómo podrían mejorarse los procesos consultivos, varios estados señalaron como relevante compartir la información, institucionalizar los marcos de cooperación y establecer mecanismos más habituales para realizar consultas entre los ministerios implicados. España indicó que la coordinación interinstitucional resulta importante para, por ejemplo, propuestas de proyectos para el co-desarrollo con el objetivo de garantizar coherencia entre los diferentes actores. Croacia propuso que sería conveniente implementar una unidad concreta para coordinar el trabajo sobre migración y desarrollo y designar puntos centrales para la migración y el desarrollo, dentro de los ministerios y departamentos respectivos, así como celebrar consultas formales y conjuntas de forma regular entre ellos. Panamá hizo hincapié en la necesidad de establecer un grupo permanente que estuviera formado por todas las instituciones relevantes para la migración y el desarrollo y se refirió a los avances conseguidos a través del Consejo Social creado en Panamá, que se centra en la integración social. Austria mencionó la importancia de consultar a ONG activas en el ámbito del desarrollo y la migración y Francia recalcó la necesidad de empleados y equipos especializados, que trabajen en asuntos relacionados con la migración y el desarrollo.

Es un hecho bien conocido que a menudo resulta difícil adaptar a nuevas realidades las estructuras institucionales que llevan mucho tiempo en funcionamiento, especialmente cuando los departamentos y/o ministerios con diferentes ámbitos de responsabilidad han establecido mandatos, prioridades y rutinas políticas claras. En referencia a ello, varios estados mencionaron que los intereses incompatibles entre diferentes departamentos/ministerios y las prioridades políticas incompatibles obstaculizan la eficacia de los procesos consultivos.

Algunos estados resaltaron la necesidad de colaborar (de manera formal e informal) no sólo entre los funcionarios, sino también a nivel político. Por ejemplo, en Suecia, el gobierno toma decisiones de forma colectiva, es decir, todos los ministros son responsables de las decisiones del gabinete, incluso si su preparación es responsabilidad de ministros y ministerios individuales. El principio de responsabilidad colectiva queda garantizado gracias a un sistema de preparativos conjuntos, a través del cual todos los funcionarios de los departamentos pertinentes están obligados a realizar consultas entre ellos de forma regular y aprobar las decisiones. Etiopía señaló

que, desde 2006, todas las instituciones relevantes que tratan asuntos relacionados con la migración y el desarrollo están obligadas a organizar sus propios planes de acción y asignar puntos centrales dentro de los departamentos, para realizar un seguimiento de este trabajo. A su vez, este proceso se evalúa mensualmente a nivel de los responsables del departamento, a fin de valorar resultados e identificar soluciones para problemas u obstáculos afrontados durante el proceso.

**c) Capacidad de valoración y asesoramiento: la necesidad de aumentar la concienciación y los conocimientos**

Los recursos humanos y económicos adecuados, entre otros, constituyen condiciones previas necesarias para que las políticas de migración y desarrollo sean más coherentes, al igual que lo son los mecanismos e instrumentos para medir los avances e identificar los obstáculos para la coherencia política. Además, para integrar la migración en los procesos de planificación del desarrollo y tomar decisiones efectivas, resulta una condición fundamental disponer de un conocimiento apropiado de las interconexiones positivas entre migración y desarrollo, así como ser consciente de las posibles conexiones negativas y los objetivos contradictorios. Varios estados señalaron la necesidad de un mayor conocimiento y análisis del nexo migración y desarrollo (entre los que se incluyen valoraciones más detalladas de los impactos positivos del desarrollo de la migración), como una condición clave para integrar la migración en los procesos de planificación del desarrollo.

La importancia de un mayor conocimiento también se aplica a aspectos relacionados con el género y la edad de la migración y el desarrollo. Los hombres y mujeres emigrantes, así como los emigrantes jóvenes y mayores, afrontan oportunidades y vulnerabilidades diferentes durante su migración, y adquieren diferentes recursos (humanos y económicos) que pueden servir para el desarrollo de sus países de origen y de destino. La migración infantil también merece una atención específica. Por ello, la integración de la perspectiva de género y la edad en la cooperación por unas políticas de desarrollo y migración coherentes resulta crucial, si estas políticas tienen su efecto deseado. Los datos desglosados en función del género son muy importantes para poder analizar y medir el impacto de la migración sobre la reducción de la pobreza y el desarrollo.

Aunque la mitad de los estados que respondieron declararon que disponían de, entre otros, recursos humanos y económicos disponibles para afrontar de forma concreta las conexiones entre la migración y el desarrollo, además de una coherencia mejorada con respecto a la planificación política, varios estados mencionaron la necesidad de más recursos humanos y económicos, al igual que mejores acuerdos institucionales. Algunos estados recalcaron la importancia de un presupuesto adecuado. Tan sólo siete estados (Bélgica, Brasil, El Salvador, Francia, los Países Bajos, Ruanda y Túnez) contestaron que han establecido una línea presupuestaria cogestionada para la migración y el desarrollo.

Rumania señaló que sería útil contar con una clara imagen de la situación de la migración y las tendencias en cada país, del impacto de la migración, así como de las consiguientes necesidades para un país concreto, para poder buscar una coherencia política mejorada. Resultaría de ayuda disponer de un mejor conocimiento de las opciones y herramientas para maximizar los beneficios de la migración para el desarrollo, además de la identificación de las buenas prácticas ya desarrolladas en el ámbito.

**3. Colaboración regional e internacional**

Las iniciativas bilaterales y regionales para promover la coherencia política entre la migración y el desarrollo existen más allá del nivel nacional. Varios estados se encuentran implicados en debates y procesos de planificación estratégica dentro de los marcos regionales, tales como la Asociación de Naciones del Sureste Asiático (ASEAN), la Comunidad del Caribe (CARICOM), la Comunidad Económica de Estados del África Occidental (CEDEAO), la Comunidad Económica de Estados del África Central (CEEAC), la Unión Europea (UE), la Comunidad para el Desarrollo de África Meridional (SADC) y el Mercado Común del Sur (MERCOSUR).

Varios estados declararon que las organizaciones internacionales también desempeñan un papel uniendo a los dirigentes políticos y propiciando las conversaciones y el debate, además de promoviendo que se coopere y comparta la carga a nivel internacional, formulando recomendaciones políticas, divulgando el conocimiento y las buenas prácticas e incrementando la concienciación general de las conexiones positivas entre la migración y el desarrollo, así como la necesidad de la coherencia política entre ambas. Varios estados también contemplaron un papel para las organizaciones internacionales recopilando, analizando y divulgando información sobre migración y desarrollo, con el objetivo de ayudar a elaborar políticas y evaluar las tendencias mundiales, regionales y específicas del país de la migración. Las organizaciones internacionales también pueden colaborar en la elaboración de mecanismos institucionales viables para su implementación a nivel nacional.

#### **4. Ejemplos de instrumentos de planificación nacional para promover la coherencia política entre migración y desarrollo**

Esta sección centrará su atención en los instrumentos de planificación política nacional que cuentan con el potencial para promover la coherencia, no sólo a nivel nacional, sino también *entre* estados, regiones y organizaciones multilaterales. Dado que tanto la migración como el desarrollo tienen relevancia internacional, los gobiernos, organismos regionales y redes de trabajo, al igual que las organizaciones multilaterales, desempeñan todos ellos un papel en la promoción y garantía de la coherencia política a nivel internacional. A continuación se presentan algunos ejemplos de instrumentos de planificación nacional que cuentan con cierto potencial para promover la coherencia intergubernamental, a fin de mejorar el impacto del desarrollo de la migración.

##### ***Estrategias para reducir la pobreza y favorecer el desarrollo***

Las estrategias y planes nacionales para reducir la pobreza y favorecer el desarrollo (como las Estrategias para la Reducción de la Pobreza/ERP) reflejan el grado de compromiso político con el nexo migración y desarrollo, y también muestran cómo conceptualizan y enfocan los gobiernos la migración. Estos documentos, y los procesos a través de los cuales se negocian y formulan, podrían también representar unas herramientas importantes para promover el desarrollo y la reducción de la pobreza por medio de políticas de migración. En su documento, el Banco Mundial ha revisado más de 50 DERP de diferentes regiones, con el objetivo de valorar la atención prestada a la migración (*véase el Anexo V*). Este documento del Banco Mundial establece que «si la migración es relevante y se implanta en las ERP de los países, entonces los dirigentes políticos se ven forzados a vincular la migración a otras prioridades y hacer explícita la identificación y planificación de políticas relacionadas». Este documento muestra que existe una diferencia considerable entre países y regiones con respecto al alcance de la integración de la migración en las ERP.

Trece estados respondieron al cuestionario que han integrado la migración en la formulación de sus planes de desarrollo y/o estrategias para la reducción de la pobreza. Por ejemplo, en Etiopía, en el plan de desarrollo nacional se refleja la importante contribución al desarrollo de la diáspora.

Basándose en la experiencia de las dos anteriores ERP, la planificación de Ghana de sus tres ERP incluye un ambicioso intento de integrar la migración y el desarrollo a todos los niveles (*véase el Anexo IV*).

### ***Estrategias del país para la cooperación al desarrollo***

La integración de consideraciones sobre la migración en los análisis del país, y en las posteriores formulaciones de las estrategias del país para la cooperación bilateral al desarrollo, puede resultar útil para facilitar y resaltar la importancia de la coherencia política entre la migración y el desarrollo, como parte del objetivo global de contribuir a la reducción de la pobreza. Cuando se da más relevancia a la migración en las estrategias del país, resulta más fácil encontrar formas de maximizar las sinergias y evitar decisiones y medidas contraproducentes.

### ***Conexión de instrumentos nacionales: ERP y estrategias del país***

Las propuestas dirigidas al país para la cooperación al desarrollo, de acuerdo con la Declaración de París, significa que las estrategias y planes nacionales para reducir la pobreza (tales como las ERP) constituyen la base del diálogo entre gobiernos de países socios y donantes (bilateral y multilateral). La financiación se asigna a las prioridades para la reducción de la pobreza que identifican los gobiernos socios. Cuando la migración forma parte de las ERP, el diálogo entre el donante y los países socios puede incluir consideraciones acerca de medidas para promover el impacto positivo del desarrollo de la migración y limitar posibles efectos negativos. Si no se incluye la migración, será más difícil proseguir con dichas conversaciones. Por lo tanto, la notoriedad de la migración en las ERP, y en documentos similares, constituye un factor muy significativo para posibilitar el uso de la cooperación al desarrollo, con el fin de apoyar el potencial del desarrollo de la migración y ayudar igualmente a contrarrestar posibles efectos negativos.

## **5. Recomendaciones y cuestiones a considerar**

La promoción de la coherencia entre las políticas de migración y desarrollo a niveles nacionales, regionales e internacionales requerirá un replanteamiento considerable de los sistemas institucionales existentes, con el objetivo de abordar la actual segmentación común en todos los ministerios, instituciones y organizaciones. Encontrar formas para aumentar el flujo de la comunicación (formal e informal) efectiva y relevante entre diferentes actores, entre los que se incluyen los ministerios, las autoridades migratorias y los organismos de ayuda, constituye un elemento clave de reforma.

A continuación se proponen unas recomendaciones a considerar y debatir, para que los estados consigan una mayor coherencia política entre la migración y el desarrollo:

1) *Garantizar el compromiso político y la responsabilidad compartida para la coherencia política.* Esto es fundamental para iniciar el proceso de trabajo hacia la coherencia política, así como para proporcionar un apoyo y seguimiento continuado y de gran alcance a lo largo de todo el proceso.

2) *Establecer puntos centrales para la migración y el desarrollo dentro de los ministerios, departamentos y/u organismos pertinentes.* Esto ayudará a clarificar las responsabilidades y proporcionar un punto de partida para compartir información y establecer comunicaciones entre ministerios, departamentos y organismos. However for these focal points to fulfill their function effectively, there is a need to ensure, firstly, that the various focal points are regularly in contact with each other at the national level and secondly, that these focal points are policy makers or, at least, that they regularly report to policy makers.

3) *Establecer mecanismos formales e informales para que los responsables de las políticas de migración y desarrollo en los ministerios, departamentos y/u organismos pertinentes puedan comunicarse y consultarse entre ellos formas de promover sinergias entre sus respectivas políticas y decisiones.* Los marcos institucionalizados formales para la cooperación pueden tener en cuenta la revisión de los avances y la planificación futura, mientras que los procesos consultivos informales pueden encargarse de organizar *brainstormings*, intercambio de ideas y experiencias, etc. Es importante que estas consultas tengan lugar a todos los niveles del gobierno.

4) *Generar una política y plan de acción nacional (o similar) sobre cómo promover las sinergias entre las políticas y acciones de migración y desarrollo.* Con ello, se debería comunicar la necesidad de que los políticos responsables del desarrollo contemplen las implicaciones de la migración y que los políticos responsables de la migración consideren las implicaciones del desarrollo de sus respectivas políticas. A menudo resulta difícil romper las rutinas y prácticas burocráticas. Un plan político puede constituir un importante estímulo para los dirigentes políticos, que de otra forma se ceñirían a las prácticas establecidas. Incluso cuando pueda resultar prematuro generar un plan político nacional, los documentos de trabajo sobre el tema pueden ser de utilidad como punto de partida.

5) *Asignar los recursos suficientes (humanos y económicos, entre otros) para la migración y el desarrollo.*

6) *Concienciar a las instituciones públicas sobre el nexo migración-desarrollo, además de garantizar los conocimientos suficientes entre los dirigentes políticos relevantes.*

7) *Desarrollar una serie de buenas prácticas acerca de la fomentación de la coherencia política.*

8) *Proporcionar información exacta a los grupos de diásporas para que puedan participar en proyectos relacionados con la migración y el desarrollo.* Resultan de especial importancia los datos desglosados en razón del sexo, para medir y analizar mejor el impacto de la migración sobre el desarrollo y diseñar políticas que se correspondan con las expectativas y necesidades de las diásporas, al igual que con las necesidades específicas en razón del sexo de los beneficiarios en las comunidades y países de origen.

A continuación se plantean unas preguntas, que se encuentran divididas en tres temas, con el objetivo orientar el debate durante la mesa redonda. Sin embargo, no representan una lista exhaustiva de los asuntos a debatir:

#### *1. Compromiso y toma de decisiones políticas*

- *¿Cómo pueden garantizar los estados el compromiso político para la coherencia política?*
- *¿Sería posible promover la toma colectiva de decisiones de forma general y, en concreto, dentro de los ámbitos de la migración y el desarrollo en su estructura gubernamental? ¿Supondría ello una manera de mejorar la coherencia política?*
- *¿Cómo se podrían resolver los intereses incompatibles entre los ámbitos políticos?*

#### *2. Mecanismos para promover la coherencia política entre la migración y el desarrollo*

- *¿Qué mecanismos son los más importantes para promover la coherencia política? ¿Existen otros que no se hayan tratado en este documento?*
- *¿Cómo se pueden mejorar los procesos consultivos entre los ministerios, departamentos y organismos implicados? ¿Qué obstaculiza todavía una consulta efectiva?*

### *3. Instrumentos de planificación nacional que promueven la coherencia entre la migración y el desarrollo*

- ¿Qué pasos habría que dar para integrar la migración en los procesos de planificación del desarrollo?

### **6. Seguimiento: notificación de avances sobre la coherencia política**

El objetivo del cuestionario y el documento informativo ha sido identificar medidas, iniciativas e instituciones específicas que resultan fundamentales para mejorar la coherencia entre las políticas de migración y desarrollo. Sin embargo, puede que haya otros aspectos importantes relacionados con la coherencia política que no se hayan tratado en este documento. Sin embargo, es evidente que la coherencia política de la migración y el desarrollo implicará diferentes acuerdos institucionales, constelaciones y mecanismos de cooperación, dependiendo de los contextos y prioridades nacionales.

Aunque no haya soluciones o herramientas sencillas para conseguir la coherencia política que implica la migración y el desarrollo, sin embargo, es obvio que existe una necesidad de debatir más estos asuntos y dejar que los estados aprendan entre ellos de sus experiencias. Resultaría útil que los estados informaran en una segunda reunión del FMMD sobre los avances logrados hacia una mayor coherencia política, con el objetivo de aportar fundamentos adicionales para un debate constante. Esto se puede llevar a cabo a través de una encuesta de seguimiento antes del próximo FMMD y un posterior informe sobre los avances con el análisis de las respuestas. Se debería establecer un grupo de trabajo con uno o dos Gobiernos que tomaran la iniciativa para preparar y presentar el análisis.

# **ANNEX I – Preparatory Questionnaire for Session 3.2 of the First Meeting of the Global Forum on Migration and Development**

## **Migration and development**

States, policy makers, development practitioners and other actors have in recent years become increasingly cognizant of the positive linkages between migration and development. Migration is no longer predominantly discussed and analyzed as a consequence of poverty, inadequate employment opportunities, conflict and other manifestations of poor development. The importance of addressing the root causes of migration (e.g. conflict and poverty) has not diminished, but the contributions migrants make to the development in their home countries (through e.g. remittances, investments, the work of diaspora groups, circular migration, and the transfer of valuable knowledge and skills) have gained increased attention. Migration is now generally viewed as an important vehicle for development, and the consideration of various ways to promote and enhance the developmental impact of migration is now a central theme in national and international discussions.

In line with the increased emphasis on the positive developmental impacts of migration, many States have begun to integrate migration into national development plans and poverty reduction strategies. In turn, development concerns have increasingly been taken into consideration in the formulation of migration policies, with a view toward promoting mutually beneficial effects in both origin and destination countries.

## **Policy coherence**

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. In this context, policy coherence 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.

## **The questionnaire: methodology**

The aim of this survey is to gather information regarding the steps States have taken towards promoting and achieving greater coherence between migration and development policies.

The questions have been formulated in order to solicit short and comparable answers. The questionnaire is divided into five thematic clusters in order to facilitate the analysis of the responses.

## Questionnaire: Session 3.2

### **1. The concept of policy coherence**

a. Is the description of policy coherence provided above in accordance with your views on policy coherence? Yes  No

b. If not, please explain briefly.

### **2. Policy commitment**

a. In your country, is migration identified as an issue in development-relevant policy areas? Yes  No

Please explain briefly.

b. Is migration identified as a prioritized issue in any of the following development-relevant policy areas? Please check all areas that apply.

Trade  Agriculture  Finance  Labour  Education  Health  Social affairs   
Other

c. If not an issue of priority, what steps would be needed to make migration a priority in development-relevant policy areas? Please explain briefly

d. In your country, is development identified as a prioritized issue in migration policy? Yes  No

Please explain briefly.

e. If not, what steps would be needed to make development a priority in migration policy?

f. Has your Government officially declared that migration is important for development (e.g. official policy, government declaration, official statement, etc.)?

Yes  No

Please explain briefly

g. Has your Government officially declared that development is important for migration (e.g. official policy, government declaration, official statement, etc.)?

Yes  No

Please explain briefly.

h. Do you have a national policy plan and/or strategy for migration and development?

Yes  No

i. If you do not currently have a national policy plan for migration and development, do you intend to develop one within the next three years?

Yes  No



j. If you do not currently have a national policy plan for migration and development, have you integrated migration in development policy, and development issues in migration policies in other ways? Yes  No

If yes, how? Please explain briefly.

**3. Institutional capacity and forms of collaboration (formal and informal)**

a. Which ministries, departments and/or agencies are responsible for migration, development and aid-related issues respectively in your country?

Migration: \_\_\_\_\_

Development: \_\_\_\_\_

Aid-related: \_\_\_\_\_

b. Is there a particular unit/department in charge of coordinating work on migration and development in your respective ministries, departments and/or agencies?

Yes  No

If yes, please specify the name of the department/unit in each and briefly describe its role.

c. Has the government established focal points<sup>3</sup> for migration and development within individual ministries, departments, and/or agencies in your country? Yes  No

If yes, within what ministries, departments, agencies, and/or units, and at what level? Does the focal point consist of an individual or a section within a ministry/department/agency? Please provide details.

d. If you have established focal points for migration and development within relevant parts of the government structure (e.g. ministries, departments and/or agencies), have they been helpful to achieve greater policy and institutional coherence? Yes  No

Please explain briefly.

e. Has the creation of a focal point specifically for the GFMD, or the consultation that was made through the first questionnaire, contributed to achieving/launching improved consultations on migration and development within your government? Yes  No

f. If you have not established focal points, do you have plans to establish focal points?

Yes  No

If not, do you have another structure for collaboration, and if so, please explain briefly.

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<sup>3</sup> This should not include the focal points created for the preparation of the GFMD if these focal points are only in charge of receiving and disseminating information related to the GFMD.

g. Do those responsible for migration policy and development policy have formal consultations with one another? Yes  No

If yes, approximately how often?

- Every week
- Every month
- Every 1-3 months
- Every 3-6 months
- Once per year

How does these formal consultative processes work (e.g. working groups, taskforces, common action plans, etc.)?

Do these formal consultations also include policy makers from migration and development related fields? Please check which fields apply.

- Trade
- Agriculture
- Finance
- Labour
- Education
- Health
- Social affairs
- Other

h. How do you ensure that these formal consultative processes remain flexible and dynamic over time?

i. Do those responsible for migration policy and development policy have informal consultations with one another? Yes  No

If yes, approximately how often?

- Daily
- Every week
- Every month
- Every 1-3 months
- Every 3-6 months
- Once per year

How does this consultative process work (e.g. regular telephone contacts, meetings, e-mail correspondence/lists, sharing of information/documentation, etc.)?

Do these consultations also include policy makers from migration and development related fields? Please check which fields apply.

- Trade
- Agriculture
- Finance
- Labour
- Education
- Health
- Social affairs
- Other

j. How can the consultative process between involved ministries, departments and agencies in your country be improved? What progress has been made to date? What obstacles to effective consultation remain? Please explain briefly.

#### **4. Resources**

a. Are resources (staff, financial or other) available to specifically address links between migration and development as well as coherence with regard to policy planning? Yes  No

b. If yes, what kinds of resources (staff, financial or other)?

c. Has the government established a co-managed migration and development budget line?  
Yes  No

If yes, please explain briefly for what purposes it has been used so far.

d. If not, what kinds of resources would be needed? Please explain briefly.

#### **5. Concrete examples of the inclusion of migration and development in policy planning processes**

a. Does your country integrate migration in the formulation of development plans and/or strategies/plans for poverty reduction (PRSPs or similar)?  
Yes  No  Does not apply

If yes, please specify in what form.

b. Does your country integrate migration in the formulation of country strategies for development cooperation?  
Yes  No  Does not apply

If yes, please specify in what form.

c. What steps would be needed to integrate migration into development planning processes (e.g. better knowledge of the migration-development nexus, financial and other resources, policy plan, other)? Please explain briefly.

#### **6. Bilateral and regional collaboration**

a. Beyond coherence at the national level, do common initiatives to promote policy coherence (migration and development) exist between your country and other countries in your particular region, or in other regions? Yes  No

b. If yes, what do these initiatives focus on (e.g. policy planning, strategic planning, programmatic planning, field projects, development of laws/regulations, etc.)? Please briefly explain what has been achieved so far.

c) Do you see a role for international organizations to assist in achieving greater policy coherence between migration and development policies on national and international levels? Yes  No

Please explain briefly.

## ANNEX II – Responding States

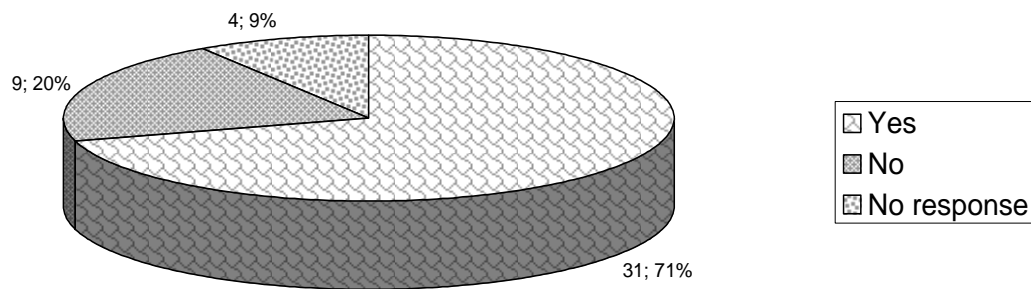
*The following States submitted responses to the questionnaire distributed to all Focal Points of the GFMD:*

<b>Austria</b>	<b>Rwanda</b>
<b>Azerbaijan</b>	<b>Slovakia</b>
<b>Belgium</b>	<b>South Africa</b>
<b>Brazil</b>	<b>Spain</b>
<b>Bulgaria</b>	<b>Suriname</b>
<b>Burkina Faso</b>	<b>Sweden</b>
<b>Congo</b>	<b>Switzerland</b>
<b>Croatia</b>	<b>Tanzania</b>
<b>Czech Republic</b>	<b>Tunisia</b>
<b>Democratic Republic of the Congo</b>	<b>United Kingdom</b>
<b>Ecuador</b>	<b>Uruguay</b>
<b>El Salvador</b>	
<b>Estonia</b>	
<b>Ethiopia</b>	
<b>France</b>	
<b>Georgia</b>	
<b>Germany</b>	
<b>Ghana</b>	
<b>Greece</b>	
<b>Hungary</b>	
<b>Italy</b>	
<b>Jamaica</b>	
<b>Japan</b>	
<b>Latvia</b>	
<b>Lithuania</b>	
<b>Malaysia</b>	
<b>Morocco</b>	
<b>Mauritius</b>	
<b>Netherlands</b>	
<b>Norway</b>	
<b>Panama</b>	
<b>Peru</b>	
<b>Philippines</b>	
<b>Romania</b>	
	<hr/>
	<b>Total: 45</b>

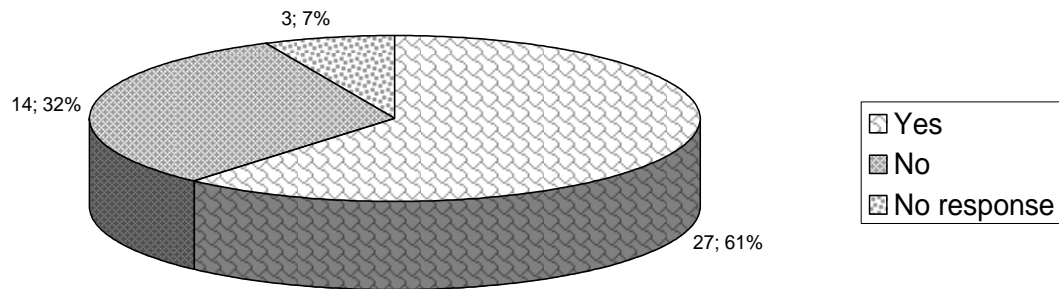
## ANNEX III – Graphical Representation of Responses to the Questionnaire

*N.B.: The following charts display both numerical values and percentages, i.e. X number; X percent of the total number of States that responded to each question*

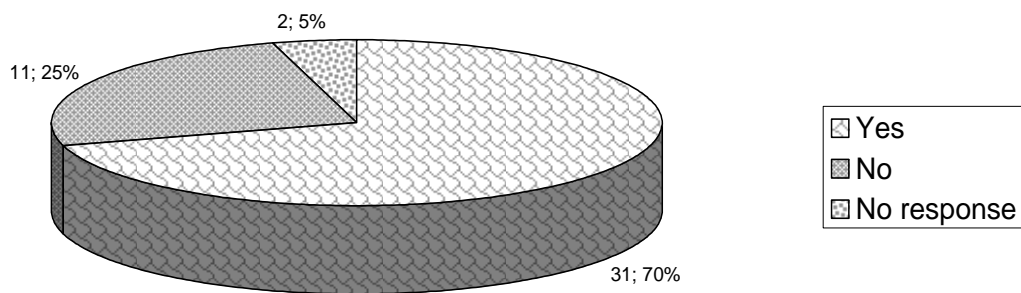
In your country, is migration identified as an issue in development-relevant policy areas?



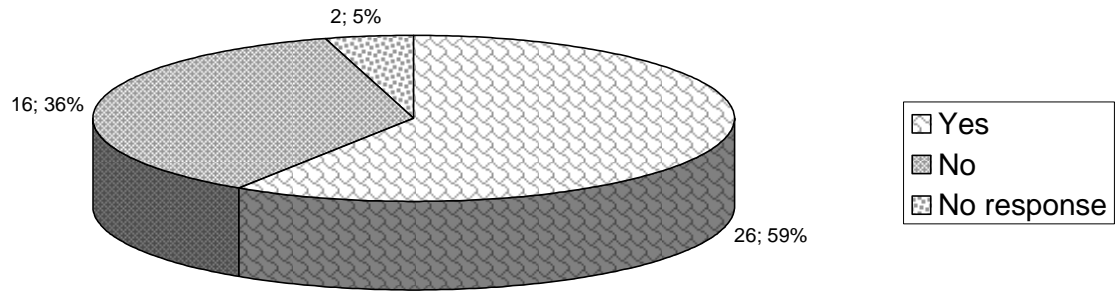
In your country, is development identified as a prioritized issue in migration policy?



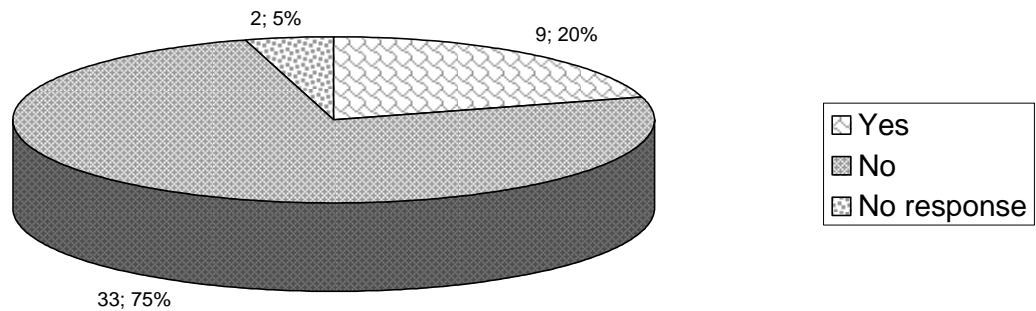
Has your Government officially declared that migration is important for development (e.g. official policy, government declaration, official statement, etc.)?



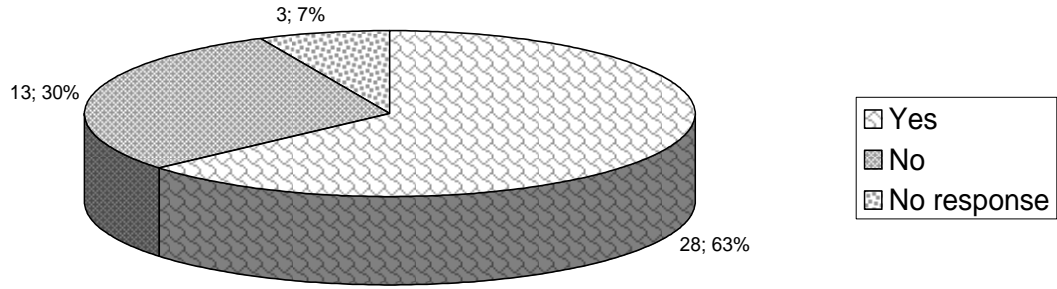
Has your Government officially declared that development is important for migration (e.g. official policy, government declaration, official statement, etc.)?



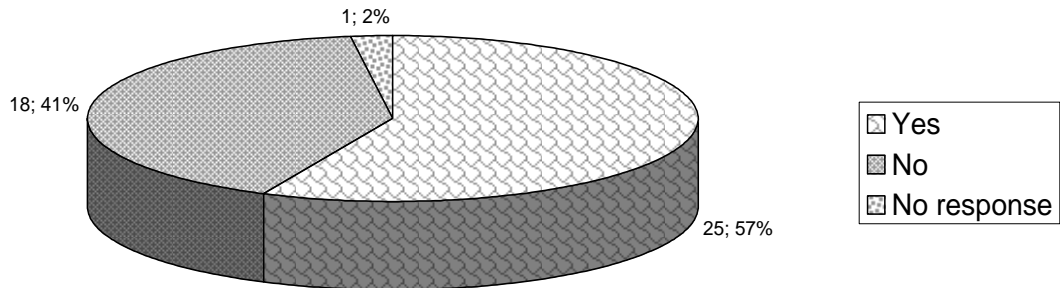
Do you have a national policy plan and/or strategy for migration and development?



Is there a particular unit/department in charge of coordinating work on migration and development in your respective ministries, departments and/or agencies?

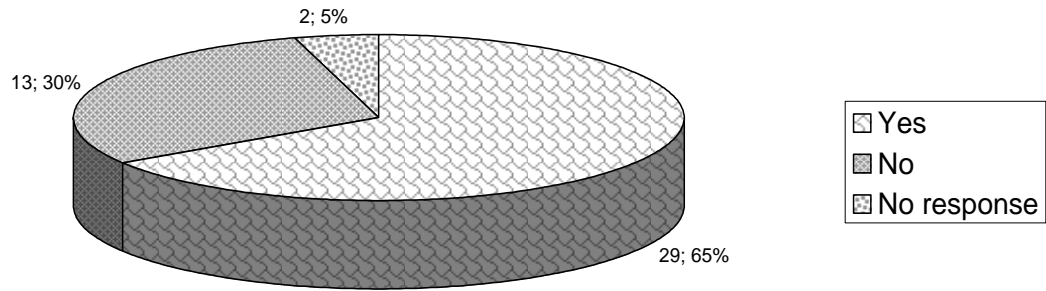


Has the government established focal points for migration and development within individual ministries, departments, and/or agencies in your country

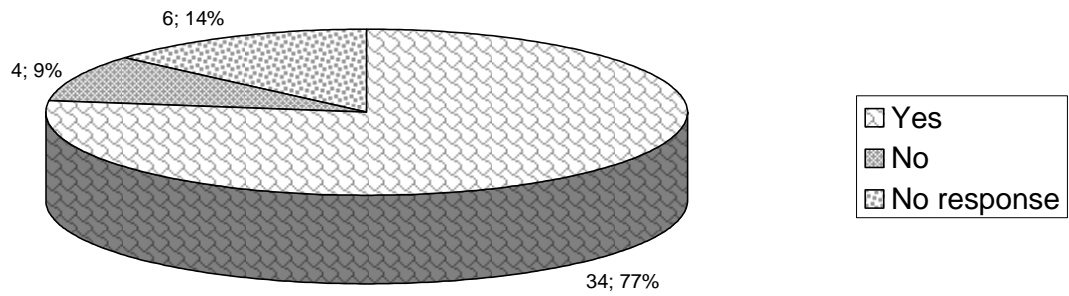




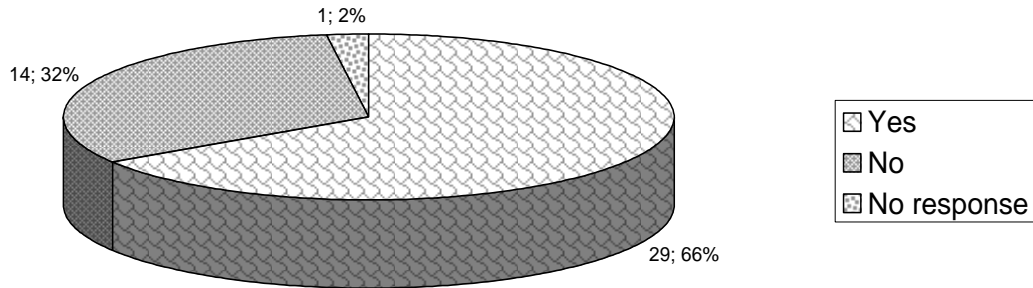
Do those responsible for migration policy and development policy have formal consultations with one another?



Do those responsible for migration policy and development policy have informal consultations with one another?



Beyond coherence at the national level, do common initiatives to promote policy coherence (migration and development) exist between your country and other countries in your particular region, or in other regions?



# **ANNEX IV - Towards an Institutional Framework for Coherent Migration and Development Policy Planning in Developing Countries: the Case of Ghana**

Isaac F. Mensa-Bonsu,  
Director of Plan Coordination, National Development Planning Commission, Ghana

Elizabeth Adjei  
Director, Ghana Immigration Service

## **1.0 INTRODUCTION**

There appears to be a consensus among the migration and development communities that there exist links between migration and development. Several national and international institutions have contributed towards the identification and characterization of these links. Based on the revelations from these efforts, there seems to be a general agreement that, when properly managed, migration can deliver major development benefits. In this vein, the International Organization for Migration (IOM), for instance, devoted one of the International Dialogue on Migration series to *Mainstreaming Migration into Development Agendas* (IOM, 2005). The International Development Committee of the House of Commons (UK), also came up with recommendations on *How to make migration work for poverty reduction* (House of Commons International Development Committee, 2004). The Commission of EU, in its communication to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions of 1 September 2005 ( COM 2005 – 390), for instance, put forward some new initiatives to improve the impact of migration on development. The Commission went further to develop a package of practical measures to make remittances easier, enhance the role of the diasporas in their home countries, encourage circular migration and return to the country of origin and, to mitigate the adverse effects of brain drain.

In Ghana, some of the international efforts to promote the development role of migration are being piloted. One of such initiatives is the IOM's MIDA Italy-Ghana Project. The project seeks to contribute to the socio-economic development of Ghana through the identification and transfer of skills, financial and other resources of the Ghanaian migrants in Italy and the promotion of partnerships between hosting and origin communities. There is also an IOM pilot project to help mitigate the effects of brain drain in the health sector of Ghana, called MIDA Health Ghana. It is a brain gain initiative. One of the principal objectives of the MIDA Health Ghana project is to utilize available skills, expertise and experience of the Ghanaian Migrant Health Professionals (GMHPs) in the Netherlands and possibly other European countries to the benefit of the Ghanaian health sector. It seeks to build networks with the Ghanaian Diaspora thereby stimulating cooperation with health care institutions in Ghana and the Netherlands. In addition to these, there are some NGO initiatives that seek to promote the return and re-integration of Ghanaian professionals who train in Germany.

What appears missing in Ghana is an institutional framework that would promote coordination and collaboration among the major stakeholders to ensure that migration contributes more significantly to growth and poverty reduction efforts. The development impacts of migration have to be engineered with institutional efforts coordinated through a national development

framework. What appears to be critical now is for developing countries, such as Ghana, to put in place the right institutional structures with the requisite capacity to take advantage of the global opportunities and to mobilize national initiatives, to make migration one of the essential development tools. This is not a simple matter, since it has been documented that the institutional factor is one of the critical development challenges in developing countries, particularly those in Africa. This paper is therefore a contribution to the search for institutional structure and mechanisms to manage migration for growth and poverty reduction in developing countries.

By its very nature, international migration is a multidimensional phenomenon with social, economic, political and environmental aspects. There is therefore the need for a multidisciplinary approach to migration and development planning. Dealing with migration involves different Ministries or Sectors within the country. Migration policies affect other sectors and other sector policies also affect migration, hence the need for policy coherence to ensure mutual reinforcement.

Another fact about international migration is that it involves more than one country. Thus, managing international migration for development is beyond a single nation. Promoting coherent migration and development policy planning therefore presents three serious institutional challenges:

- ❖ How do we ensure institutional coordination at the national level?
- ❖ How do we promote international collaboration or partnerships?
- ❖ How do we develop capacity for the foregoing?

This paper is aimed at proposing an institutional framework and mechanisms for promoting institutional coordination, developing and strengthening partnerships with other countries or international institutions and, developing institutional capacity for policy coherence within the context of Ghana.

## **2.0 PROMOTING INSTITUTIONAL COORDINATION**

Institutional coordination is required to ensure coherence between migration policy and development policies of the other sectors of the economy. It demands an appropriate institutional architecture that will promote collaboration and cooperation. A number of issues can, however, be raised:

- Which institution should play the lead role in managing migration for development?
- Should a unit be established within an existing Ministry or should a new Ministry be established?
- Should migration be mainstreamed into the activities of an existing Ministry, without any special unit being set up?
- Should a new institution, such as a Commission, be established above the existing Ministries with the responsibility to manage migration for development?

In view of the great development potential of migration for the country, and the fact that several ministries are involved, an independent body may be required to manage migration for growth and poverty reduction. Perhaps a Presidential Commission (Migration Commission) could be established, just like Ghana AIDS Commission or Energy Commission. Such a Commission will require legal backing through an Act of Parliament.

Another institutional requirement for managing migration for development in developing countries such as Ghana, is to develop a comprehensive policy framework to integrate migration

and development. Such a policy framework will harmonize institutional activities and promote coordination and synergy. A comprehensive migration policy does not exist in Ghana, and that reflects the state of migration and development planning in the country. Ghana has a national population policy. However, it only gives scanty attention to international migration, in two short paragraphs. The first step towards policy coherence will therefore be to formulate a development-oriented migration policy. The policies of other sectors or institutions will then have to be revised to ensure coherence with the migration policy. In countries such as Ghana, where a decentralized planning system operates, there is the need to promote policy coherence between national and local level institutions.

### **3.0 BUILDING PARTNERSHIPS WITH THE INTERNATIONAL COMMUNITY**

There are enhanced efforts at the international and regional levels to promote cooperation among migrant sending and migrant receiving countries. Ghana, just like any other developing country, needs to position itself to be able to derive maximum benefits from the opportunities presented by regional and international institutions, within existing partnership arrangements, to implement migration policies that will lead to growth and poverty reduction. Ghana, for instance, is committed to the following:

- The Joint Africa-EU Declaration on Migration and Development of November 2006
- The High Level dialogue on Migration and Development initiated in New York in September 2006
- The Rabat Action Plan and Declaration of July 2006
- The United Nations General Assembly Resolution No. 60/277 on International Migration and Development of 7 April 2006
- The International Convention on the Protection of the Rights of All Migrant Workers and members of their families which entered into force in July 2003
- The political Dialogue between the EU and ACP countries as set out in Articles 8 and 13 of the Cotonou Agreement of June 2000

The issue raised is, how can Ghana operate within these institutional arrangements to promote migration for development? Perhaps what is required is for the country to prepare a national Plan of Action (PoA) for the implementation of the agreements. The PoA could then be integrated into a national development-oriented migration policy. This has not been achieved yet and remains a challenge.

At the national level, there are institutional arrangements with Development Partners (DPs) operating in the country, such as the Paris Declaration on AID Effectiveness. This includes, for instance, strengthening partner countries' national development strategies and associated operational frameworks (e.g., planning, budgeting, and performance assessment frameworks). It therefore provides opportunities for support towards migration and development planning. Ghana also organizes annual consultative group meetings (CG) for dialogue with the development partners. That also presents opportunities for dialogue on the resources and results of the previous year's development efforts and the way forward. This year, 2007, for the first time, the issue of migration has been raised as a missing link in the development framework of Ghana at the CG meeting. In June this year (2007), EU Migration Mission was also in Ghana. The main objective of the Mission was to deepen the political dialogue on migration issues between EU and Ghana according to article 13 of the ACP-EU Partnership Agreement. All these are major developments towards eliciting political will for promoting the development role of migration in the country.

#### **4.0 INSTITUTIONAL DEVELOPMENT**

The issue to be considered is, does Ghana, like any other developing country, have the institutional capacity to plan and manage migration for development? Capacity development issues relate to:

- Financial Resources for planning and implementing the required policies and programmes, and for carrying out research to support policy
- Skills/Expertise for managing migration for development
- Tools and methodology, eg.:
  - Planning: Data collection and management, models for forecasting, assessment techniques, etc
  - Policy Formulation: approaches and methodology
  - Monitoring: identification of indicators, methodology for monitoring, etc
  - Evaluation: assessment of migration impact on development, development impact on migration, etc
- Legal/Regulatory framework: preparation of new laws and regulations, tools and equipment for controlling irregular migrants, etc

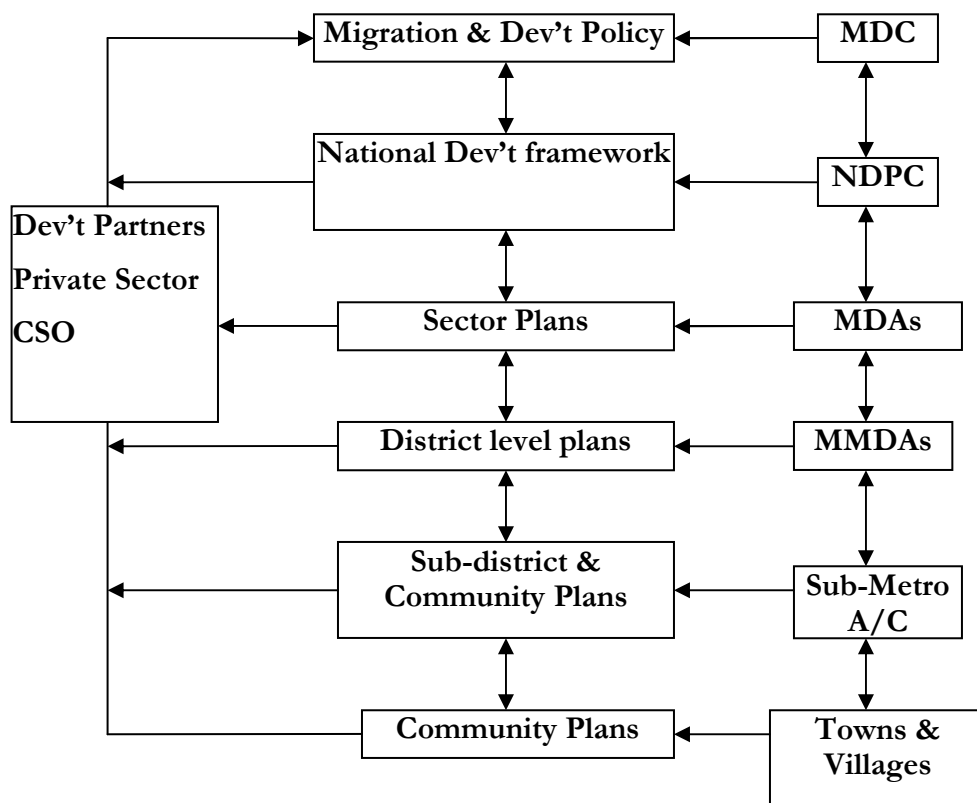
A capacity development programme will have to be designed to assist the existing or proposed institutions to manage migration for development. A national needs assessment will be required to be able to prioritize the capacity development needs.

#### **5.0 IMPLEMENTATION OF PROPOSALS**

The following implementation strategies are proposed:

1. Formation of a national task force for migration and development to be facilitated by the national focal person with the support of the National Development Planning Commission
2. National Orientation and consensus building for a vision and strategies involving both state and non-state actors to be facilitated by the national task force
3. Preparation of national strategies to manage migration for growth and poverty reduction, with clear policy guidelines and plan of action, including institutional framework for implementation and clear timelines, to be facilitated by the task force
4. Implementation of national migration and development action plan to be facilitated by the Ghana Migration Commission
5. Integration of national migration strategies and action plan into development frameworks at the national level to be facilitated by the National Development Planning Commission eg. Preparation of national 10-year development plan, implementation of Growth and Poverty Reduction Strategy
6. Integration of national migration action plan into setoral policies and development strategies to be facilitated by the National Development Planning Commission with the support of the Ghana Migration Commission
7. Mainstreaming migration and development indicators into existing national frameworks for monitoring and evaluation reporting such as the APR, CG Matrix, MDDBS Triggers and targets, PRSC Matrix, etc to be facilitated by the National Development Planning Commission, Ghana Migration Commission, and the Ministry of Finance and Economic Planning
8. Regular review of migration policy with inputs from monitoring and evaluation as well as research outcomes.

These proposals are in line with Figure 1 which presents a proposed framework for mainstreaming migration into the development frameworks of Ghana to ensure that migration contributes to growth and poverty reduction. Both state and non-state actors are required to help implement the proposals. The development partners will operate within both multilateral and bilateral cooperation arrangements to contribute to the preparation and implementation of a national strategy for managing migration for development. Their activities can be extended to all levels of the decentralized planning system of Ghana. Under the current situation where private sector led development is being promoted in Ghana, the government will mainly have to play a facilitation role for the private sector operators. Civil Society Organizations, both within and outside the country, will also have a very important role to play in the design and implementation of strategies to enhance the development impact of migration.



**Proposed Institutional Architecture and Mechanism for Mainstreaming Migration in Development Planning in Ghana<sup>4</sup>**

<sup>4</sup> Migration and Development Commission (MDC), National Development Planning Commission (NDPC), Ministry Departments and Agencies (MDAs), Metropolitan, Municipal and District Assemblies (MMDAs), Sub-Metropolitan Level (Sub-Metro), Civil Society Organizations (CSO)

## 6.0 CONCLUSION

There is a huge opportunity for developing countries, including Ghana, to manage migration for growth and poverty reduction. The developed countries appear ready to partner with developing countries to ensure that there will be mutual benefits for both the sending and receiving countries. What appears missing in many developing countries, especially those in Africa, is the requisite institutional framework to utilize available opportunities to manage migration for development. Efforts need to be geared towards developing the institutional capacity to formulate and implement appropriate policies and strategies to promote the development role of migration. An appropriate institutional framework will ensure policy coherence at all levels, both national and international. Multilateral and bilateral institutions operating in developing countries could contribute through enhanced political dialogue with the governments of those countries. The key success factors are political commitment and Resource mobilization, both human and financial, to implement the foregoing recommendations.

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# ANNEX V – The Role of Migration in National Development Strategies: A Review of Poverty Reduction Strategies<sup>5</sup>

Document prepared by the World Bank

## 1. INTRODUCTION

Migration is broadly recognized as an important factor in development processes amongst international development organizations. More specifically, there is a growing consensus concerning the importance of migration in achieving development outcomes, as well as attention to the risks associated with migration at the individual, community or country levels.<sup>6</sup> The increased awareness has been accompanied by an increase in policy discussions in a more limited fashion, due to a number of factors that have remained unexplored.

This note reviews Poverty Reduction Strategies (PRS) to assess the level and nature of migration treatment in development strategies in low income countries, and how these linkages are translated into policy actions. This note examines the role of migration in PRSPs by reviewing all available strategies for 53 countries from 2001 until 2007 (May).<sup>7</sup> Since the role of migration in development strategies has evolved over time, this note reviews the changing importance and

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<sup>5</sup> This paper was prepared by the World Bank Poverty Reduction Group as an input for the Global Forum on Migration and Development Session 3.2 on integration of migration into national development strategies. The team included Luca Barbone, Director Poverty Reduction Group, Edmundo Murrugarra and Catalina Herrera. The views expressed in this paper represent those of the authors, and do not necessarily reflect the views of the World Bank, or those of its member governments. Please email comments to Edmundo Murrugarra ([emurrugarra@worldbank.org](mailto:emurrugarra@worldbank.org)). Any reproduction, partial or whole, of this document should cite the source.

<sup>5</sup> This perspective has been discussed in a World Bank review “The Role of the World Bank in the International Migration Agenda: Managing Risks and Enhancing Benefits,” World Bank Migration Working Group (2006).

<sup>5</sup> The PRSPs reviewed for this note include most countries across regions between 2001 (the earliest PRSP) and 2007. The Annex contains the exact dates of the covered PRSPs, across regions: Africa (Benin, Bhutan, Burkina Faso, Cameroon, Burundi, Cape Verde, Central African Republic, Chad, Ethiopia, Gambia, Ghana, Guinea, Kenya, Lesotho, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Nigeria, Rwanda, Sao Tome Principe, Senegal, Sierra Leona, Tanzania, Uganda, Zambia), Europe and Central Asia (Albania, Armenia, Azerbaijan, Bosnia Herzegovina, Georgia, Kyrgyz Republic, Moldova, Serbia and Montenegro, and Tajikistan), Latin America and the Caribbean (Bolivia, Dominica, Guyana, Nicaragua, Honduras), South East Asia (Bangladesh, Nepal, Pakistan), East Asia and the Pacific (Cambodia, Timor-Leste, Lao PDR, Mongolia, and Vietnam), and Middle East and North Africa (Djibouti, Sri Lanka, Yemen). This note did not review the following IDA countries because they still do not have a PSRP: Comoros, Congo, Cote d'Ivoire, Grenada, Guinea, Haiti, Indonesia, Liberia, FRY Macedonia, Uzbekistan.

<sup>6</sup> This perspective has been discussed in a World Bank review “The Role of the World Bank in the International Migration Agenda: Managing Risks and Enhancing Benefits,” World Bank Migration Working Group (2006).

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the nature of the migration agenda in PRSs by examining corresponding evaluation reports for selected countries. In some cases, other sources of information are used to examine how the country (policy statements) or the World Bank (Country Assistance Strategies) brought migration issues to the policy table.

The focus here on PRSs is motivated by several reasons. First, PRSs provide a framework for countries to articulate key development issues and define relevant policy objectives. Second, PRS are also a tool to establish priorities amongst a set of desirable objectives. Third, given their focus on such priorities, PRSs support the coordination of donor efforts and the corresponding allocation of national resources. Finally, PRS are aimed to be monitorable and subject to evaluation, providing a benchmark for development outcomes and policy actions. If migration is relevant and brought into countries' PRSs, then it forces policy makers to link migration to other priorities, and to make explicit the identification and planning of related policies.

The note focuses next on the broad findings of the review to assess the importance of migration across regions. Then it reviews selected country cases to identify key factors that strengthened or weakened the treatment of migration in development strategies. Finally, it summarizes the lessons from the review and identifies areas to support the integration of migration in PRS.

## **2. HOW IS MIGRATION ADDRESSED IN POVERTY REDUCTION STRATEGIES?**

**Poverty Reduction Strategy Papers (PRSPs) are a key source for understanding how migration has been treated in national development strategies** because of their medium term perspective and cross-sectoral approach. These PRSPs describe the country's macroeconomic, structural and social policies and programs over a three year or longer horizon to promote broad-based growth and reduce poverty, and are prepared by the member countries through a participatory process involving domestic stakeholders as well as external development partners.<sup>8</sup>

**Migration is being systematically discussed in PRSPs following the analyses produced in other poverty and social sector studies.** The substantive content of PRSPs is based on existing analytical work for each country such as reports produced by governments bodies or international organizations. Overall, poverty reduction strategies recognize the role of migration in the economic and social development prospects, but the specific role is very uneven across countries. In some regions like Europe and Central Asia (ECA), migration is systematically raised in the context of the changing demographics due to the large out-migration during early transition years. In regions like Africa (AFR) or Latin American and the Caribbean (LAC), rural-to-urban migration is the common thread. While in Africa issues associated to remittances, HIV spread or forced displacement are also discussed, in LAC brain drain (Guyana) or remittances (Nicaragua) are emphasized. It is in South East Asia (Nepal and Bangladesh) where migration is directly raised as a regional labor market opportunity for development policies. In East Asia, migration is discussed in relation to the lack of job opportunities among the youth with some emphasis on rural-urban mobility, while in Middle East and North Africa (MNA) the issue of *immigration* is also raised (Djibouti).

**PRSPs for African countries show the least attention on migration issues.** If PRSPs are categorized by the importance of their treatment of migration issues (remittances, brain drain,

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<sup>8</sup> This note does not include the revision of Interim PRSPs (I-PRSPs) that also summarize the current knowledge and analysis of a country's poverty situation, describe the existing poverty reduction strategy, and lay out the process for producing a fully developed PRSP in a participatory fashion.

forced displacement, etc) Africa shows between low and moderate treatment of migration compared to other regions. Based on an indicator of importance of migration treatment<sup>9</sup> in PRSs Table 1 shows the average (and median) importance in each region, where Africa shows the less intensity of migration discussion is treated the less, or where its importance is the least (2.4). While this finding coincides with the conclusions in Black (2005) in that migration is often either not recognized as an issue or not fully addressed in African countries, the interesting issue is the underlying cause for this limited treatment. One of the main causes for this low attention to migration issues is, reportedly, the lack of reliable data about international migration due to the lack of recent census (Black, 2005) or their associated household surveys.

**Table 1. Poverty Reduction Strategies and Migration: Coverage and Policy**

Region	Cases	Importance		Policy oriented
		Mean	Median	
Africa	28	2.4	3.3	39%
Europe Central Asia	9	4.3	4.0	78%
Latin America and the Caribbean	5	3.9	4.0	40%
South East Asia	3	4.8	4.8	100%
East Asia and the Pacific	6	3.3	4.0	50%
Middle East and North Africa	2	4.3	4.3	100%
<b>Overall</b>	<b>53</b>	<b>3.1</b>	<b>4.0</b>	<b>63%</b>

Source: Poverty Reduction Strategy Papers for countries involved in the analysis (see footnote 3). The indicator for importance is an ad-hoc measure that reflects the treatment of migration issues (migration, remittances, brain drain, etc). The categories are 0=Not addressing migration related issues, 1= Marginal reference, 2=Low, 3=Moderate, 4=Important, 5=Very important (migration crosses all sectors and overall strategy).

**The few PRS from East Asia and Middle East-North Africa regions raise migration as a key factor in their strategies.** For all selected countries in East Asia or MNA (Sri Lanka, Bangladesh, Nepal, Djibouti and Yemen) migration issues are treated as important or very important. While the overall focus seems to be on internal migration (rural-urban), these countries also discuss the macroeconomic implications of remittances, and the role of migration in other socioeconomic issues such as youth and HIV epidemic. Timor-Leste, a country where migration is very important, also raises *immigration* issues and the role of overseas employment programs as those implemented by the Philippines since the seventies.<sup>10</sup> In sum, East Asia and MNA regions seem to be raising directly the labor market aspects of migration in both internal and international flows.

<sup>9</sup> The importance indicator was based three criteria: 1) Are migration and remittances discussed in the PRSP?; 2) If yes, a) What are the issues addressed (i.e. brain drain, remittances, rural-urban migration, demographic dynamics etc)?; b) What is the level of analysis: aggregate or micro/sectoral?; c) What are the social and economic sectors related to these issues?; 3) In what way are these issues addressed? Are they just mentioned for analytical purposes? Are they addressed in a policy oriented fashion? (i.e. is there any public policy/program implication or recommendation?)

<sup>10</sup> This is similar to the interest observed in Bangladesh regarding migration programs for women.

### 3. DOES MIGRATION AFFECT THE OPERATIONAL PROGRAMS? A SELECTED REVIEW

Despite the importance of migration in the diagnostic in some countries, there is limited policy discussion on migration issues in the context of PRSPs. Table 1 shows a column of policy orientation which indicates the fraction of PRSPs with explicit discussion of migration policy issues. Again Africa shows a lower fraction of policy relevance since only 39 percent of PRSPs have some level of policy discussion. As discussed before, this is driven by the lack of reliable information on migration issues. Latin America has a similar position since only two out of five reviewed countries, Dominica and Nicaragua, have a discussion on the role of diasporas, labor mobility and remittances. Migration in Latin America, however, is not an issue amongst low income countries only, but affects also medium income countries like Mexico, Ecuador or Argentina. Given the focus on LICs in this paper, those cases are not examined here. In East Asia the policy directions are mixed, ranging from opportunities to work overseas (Timor-Leste), to human trafficking and HIV (Lao PDR), to remittances and macroeconomic issues (Vietnam). The three countries from South East Asia show a similar pattern focused on promoting overseas employment (Sri Lanka), training programs (Nepal), and promoting female migration in services (Bangladesh). In ECA, policy issues are related to human trafficking and gender aspects (Armenia, Bosnia-Herzegovina, Serbia) or to overall development issues like in Albania or Moldova. Albania has the highest number of references to migration across all countries and covers all sectors (labor, agriculture, security, poverty, remittances, etc), but still, the perception in the 2001 PRSP was rather negative about migration.

**The static perspective of PRS needs to be coupled with progress reports and other policy instruments.** The discussion of migration in development strategies cannot be confined to the review of PRS since those reflect the situation of the policy dialogue at one point in time. The increased availability of data, the changing economic condition of the country and other factors can also affect the treatment of migration in PRS. Next, a in-depth review of country cases examines how the treatment of migration in PRS has evolved (or not) over time.

#### 3.1. Burkina Faso: Uneven progress and lacking capacity.

**Burkina Faso is an example of a country eager to address migration issues but lacking capacity to deliver on these issues.** Migration with other Western African countries – mainly Cote d'Ivoire -- has been a historical phenomenon given the livestock mobility and the strong importance of seasonal crops. The PRSP 2000 (Government of Burkina Faso, 2001) raised the importance of migration suggesting it has to be examined in detail (and once data is available) in the following PRSP. Indeed, migration and remittances are a central theme in the 2004 PRSP revision, although some discussion on HIV/AIDS and human trafficking is also provided. The PRSP 2004 emphasized the role of international migration and remittances in poverty reduction and provided some areas for policy intervention to enhance the benefits of migration. Under the pillar “*Accelerating broad based growth*” the PRSP suggested some programs aimed at increasing the contribution from expatriates through attracting more remittances, improving the quality of the labor migrant force development, and enhancing the awareness of migrant workers.

**Burkina Faso identified some essential inputs for mobilizing the migration agenda.** In order to develop these actions the document recognized the need of three preconditions: (i) information needs: Lacking information on migration does not enable a solid policy dialogue; (ii) governance assessment: the Government needs to identify which public organizations will be included in those interventions (Minister of Foreign Affairs, Office of Prime Minister etc); (iii) policy

Direction: established the need of a migration policy paper that could frame the importance of this issue in the development strategy and provide priorities for action. To implement these preconditions, the PRSP suggests concrete actions such as the establishment of a databank on Burkinabe expertise employed abroad, in charge of the Ministry of Foreign Affairs and Regional Cooperations, and the restructuring of the High Council of Burkinabe Citizens Abroad in order to make this institution more flexible. However, there is no further discussion on migration neither in the update report in 2005 or the Country Assistance Strategy for the same year. This lack of discussion on migration issues could be associated with other competing agendas relevant such as the focus on accelerated and shared growth, improved access to basic social services, generation of employment and income opportunities for the poor and, better governance with greater decentralization.

### **3.2. Bangladesh: A productive gender perspective that requires evaluation.**

**The PRSP 2005 (Government of Bangladesh, 2005) showed that migration is a key variable to describe the poverty profiles in the country** and developed a gendered policy agenda that pretends to reduce women's vulnerabilities and risks. Special attention is given to the development of services for migrant women since they come from unskilled and lower groups of the society. As a part of the promotion of employment strategies, the PRSP proposed specific initiatives of temporary worker programs for female migrant to enable them better wages and enhance the poverty reduction impact of migration. Additionally, the PRSP policy matrix on "good governance" and "women advancement rights" mentioned some measures designed to remove the barriers that women have to migrate overseas and protect them from human trafficking.

**The suggested measures to improve migration conditions require specific evaluations to enhance the impact of these programs.** Bangladesh has a gender perspective focused on employment generation through migration but the impact of these interventions has not been assessed yet. Country initiatives like the Bangladeshi need to be coupled with impact evaluation efforts to assess the effectiveness of policies and identify areas to strengthen them.

### **3.3. Albania: From a general discussion to practical development perspective.**

**During the early years after transition the 2001 PRSP had raised migration related issues in almost every possible area, but was still lacking explicit operational implications.** The progress report on the implementation of the national strategy (Republic of Albania, 2005), on the other hand, makes little reference to migration challenges, possibly reflecting the government focus on other priorities such as the decentralization and European integration processes. The progress report provides a good summary of migration issues (raising also temporary migration), raises the importance of remittances (that account for 1.5 times the value of exports), and even mentions a migration strategy to facilitate the flow of remittances into business activities, where building confidence in the banking sector is a necessary step. The progress report also raises migration in the labor market program where the policy description aims to "increase legal employment within *and outside* Albania" while reducing illegal migration. The policy objectives, however, do not mention how the generation of jobs outside would be implemented, and the policy measures indicate only that trafficked women are amongst the priority population.

**While Albania has a general vision about the linkages between migration and development, the policy steps have been observed only recently.** Albania has clearly stated the need to

enhance the productive impact of remittances and reducing illegal migration, mainly by prioritizing policies aimed at domestic development and job creation. The range of possible interventions has not been discussed in PRS or follow-up documents but in separate recent policy statements by the Government (Barjaba, 2007).

#### **3.4. Lao PDR: Focused and practical approach to migration issues.**

**A focus on youth provides the lead to operational activities.** The PRSP for Lao PDR discusses migration to explain the poverty profile and regional dynamics, and as part of the employment problem among the youth. The focus on the youth and migration, then, leads to other issues associated to mobility such as transmission of HIV /AIDS and the avoidance of human trafficking. A gender perspective is brought into the discussion to refine specific policy actions. This PRSP has a detailed institutional description of agencies that should be involved in the implementation of the policies associated to HIV and trafficking, certainly facilitated by the narrow focus of migration issues.

#### **3.5. Moldova: Massive emigration, large remittances but still lacking a comprehensive policy approach.**

**Migration is systematically recognized as a key issue in the PRS.** The 2004 Economic Growth and Poverty Reduction Strategy Paper for Moldova (EPRSP) systematically discussed massive emigration as a key result from the recent transition process and economic crisis, and remittances as a crucial driver of the recent recovery and poverty reduction. At the same time, the paper explicitly recognized some concerning issues such as the excessive dependency of growth and consumer demand on the size of the labor migration abroad, or the growing fraction of children living without parents. The paper also expressed important policy objectives like linking Moldova to the global labor market and concretely to the European Union market,<sup>11</sup> or the need to strengthen the business and investment climate to mobilize remittances into productive uses. On concrete measures, the EGPRSP identified the need of a “comprehensive study on population migration and its consequences” and the need to align the “domestic legislation on migration to international standards.”

**As the crisis receded, the issue is not discussed as before, requiring pressure from international organizations.** By 2006 the Government’s Annual Evaluation Report Review 2006 (AER) continues to recognize the importance of migration but does not address the corresponding policy actions and only limits to review the achievement of specific MDG goals. The AER discussed the growth dependence on remittances, the role of parents’ migration in school dropouts and the likely effects of remittances in the exchange rate market, but did not examine the steps on business climate issues or the labor market actions suggested in the EGPRSP. The 2006 JSAN note (IDA-IMF, 2006) on the AER raised again the potential effects of migration and remittances on competitiveness and urged the authorities to give migration and remittances more attention and a careful treatment in future evaluations. Moreover, the JSAN note also raised the effects of demographics and migration on the pension system. In sum, there is a decline amongst Moldovan policy makers of the importance of migration, most likely due to other policy pressures arising from EU integration.

#### **3.6. Nicaragua: Increasing importance of migration but overseen due to other priorities.**

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<sup>11</sup> Objective mentioned are “integrating the domestic [...] human flows into regional, European and world [...] structures” by enhancing the “competitiveness of the national economy”

**Nicaragua initially focused on internal migration and the linkages to rural vulnerability.** In the aftermath of the Hurricane Mitch (1998), the Strengthened Growth and Poverty Reduction Strategy (Government of Nicaragua, 2001) raised (internal) migration issues in relation to rural vulnerabilities due to disasters. The skilled emigration issue was also mentioned in the assessment of the human capital stock but remittances were not discussed. It was only in the sessions with civil society that certain groups highlighted the high rate of migration to neighboring countries such as Costa Rica. On policy steps, it only brought up migration related issues when identifying the need to assess the “requirements for social and productive infrastructure at points of migratory attraction and expulsion”, but it was mainly related to internal mobility.

**By 2005 migration and remittances have a stronger presence and some policy actions are identified.** In 2005, the *National Development Plan* (Republic of Nicaragua, 2005) showed an increased awareness to the issue on migration and remittances issues. Migration issues were raised in the education sector (explaining the decline in rural enrolments), regional integration efforts (Central America custom union agreement 2004), and the increased role of remittances in the economy (balance of payments). The National Development Plan identified areas of priority action such as (i) allowing microfinance NGOs to operate as supervised financial institutions to enhance the productive use of remittances; and, (ii) introducing migratory flows into the existing poverty map to improve the spatial poverty targeting. Nicaragua has identified key areas for migration-and-development policies, but these sector-specific actions are not articulated as part of a broader development policy yet. Without bringing migration into the development strategy, it will be seen as a competing demand for public action without identifying the positive spillovers in other sectors.

#### **4. KEY LESSONS FOR ENHANCING MIGRATION IN DEVELOPMENT STRATEGIES**

In moving forward there are several lessons from this preliminary review of PRSP experiences.

- 4.1. Strengthen the sources of information.** The lack of information severely affects incorporation of migration into PRS or the design of evidence-based policies. By 2004 thirteen African countries have not had a census in the previous 10 years while others census contained little information on migration. Strengthening the census and survey instruments to better capture migration information is an essential element to provide a sound basis for policy dialogue.
- 4.2. Take advantage of country specific opportunities to address global issues.** In many cases, migration is an issue important enough that it invites discussion across sectors. In such cases the risk is not being able to identify the main policy challenge. In others, it is not broadly important but only discussed in narrow sectoral issues. Still, those narrow policy areas, such as human trafficking or HIV/AIDS, can be exploited by the policy community to raise the broader role of migration in development. Each country provides a unique opportunity to raise migration in PRSPs, the challenge is in identifying and exploiting those cases.
- 4.3. Strengthen the linkages between internal and international migration in the development dialogue.** Countries like Senegal, Nicaragua or those in East Asia explicitly address internal migration in their PRS, and authorities seem to have more interest on the policy challenges due to internal mobility, such as the delivery of basic services. In many of the countries where internal migration is discussed, there is also a substantial international

flow. Development partners could support the discussion of international migration by bringing internal mobility in the discussion and establishing the link between the two.

**4.4. Support an encouraging institutional setting.** In many country cases, the treatment of migration is weakened by the lack of a migration policy ‘champion’ within the national institutional setting, or by the absence of institutional accountabilities regarding migration issues. Broadly speaking, migration seems to be a theme where no institution takes responsibility of the integration into a comprehensive development agenda. Accountabilities are specified at the lower level of the policy design, where some institutions are responsible for implementing certain detailed actions, but where the strategic strength has been already thinned down. For example, in certain countries the migration agenda leads to the revision of migratory regulatory frameworks, or the construction of a migration agency office in the border between two countries. At this level of action, institutional accountabilities are clear but the role of migration in the development strategy has been lost. The institutional setting should assign responsibilities and accountabilities that the actions are articulated and do feed back into the broader strategy. The main problem is that addressing migration in this narrow ‘sectoral’ perspective could weaken the potential complementarities amongst other policies. Moreover, those narrow migration actions could be seen as another “competing demand” for public and donor resources without realizing their role in a broader strategy. Migration activities, then, need to be discussed as part of a global strategy but this requires institutions that enhance those positive synergies.

**4.5. Additional attention to civil society discussions to strengthen the governance of migration policies.** The discussions with civil society in Moldova, Nicaragua or Senegal mentioned the need to address migration from a cross-sectoral perspective. In Nicaragua, migration was raised by civil society as early as 2001. The governance structure to design and implement migration-and-development policies requires substantial collaboration across agencies and including civil society groups.

The lessons described above, however, correspond to a unilateral perspective of migration and development, such as the ones expressed in PRSPs. Since migration involves two or more countries, those parties involved may need to start thinking about multi-country or regional approaches to migration and development. Particularly, it would be important to bring in the role of middle income countries that function as attractors for as half of the migrants from developing countries (Ratha and Shaw, 2007). Countries like Mexico, Morocco, or Russia are important countries of migration origin and destination. Mexico received large number of migrants from Central America, Morocco from Sub-Saharan Africa, and Russia from poorer Former Soviet Union countries like Tajikistan or Moldova. A comprehensive strategy that brings migration and development together should involve those middle income countries as well. This paper falls short of examining the role of migration in non-IDA countries, but the suggested direction is that such analysis should be paired to the strategies of their IDA counterparts. This should be a first step in building regional dialogues on migration and development where sending and receiving countries identify the gains from a coordinated approach to migration.

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**Annex Vi: Poverty Reduction Strategies and Migration Linkages**

Country	Year of PRSP	Discussed?		Indicator importance of M&R in PRPS		Migration and remittances key issues addressed in the PRSP	Is there any migration and/or remittances policy implication in the PRSP?
		MIG	Remit	Rank	Importance		
<b>AFRICA</b>							
Benin	2002			0.0	None		
Burkina Faso	2004	x	x	5.0	Very High	Rural/urban migration. Remittances is a key factor both in macro and micro level	Yes, policies oriented to develop the economy overseas.
Cameroon	2003	x		3.0	Moderate	Migration and brain drain.	Yes, policies oriented to prevent out migration from rural areas and to reduce migration to foreign universities.
Burundi	2006	x		0.0	None	Migration is just mentioned as a civilian service	No
Cape verde	2004	x		5.0	Very High	Migration is a key issue across all economic and social sectors	Yes. Policy oriented in issues like labor market, growth, and vulnerability of poor
Central African Republic	2006			0.0	None		
Chad	2003	x		2.0	Low	Internal migration to oil producing regions	No
Ethiopia	2002	x		3.5	Moderate	Rural-urban migration. Remittances are included in macroeconomic analysis	No
Gambia	2002			0.0	None		
Ghana	2003	x		3.5	Moderate	Rural/urban Migration	No
Guinea	2002			0.0	None		
Kenya	2004	x		3.0	Moderate	Rural/urban migration and civilian service of the public immigration	Yes. Policy governance oriented to improve immigration services

Country	Year of PRSP	Discussed?		Indicator importance of M&R in PRPS		Migration and remittances key issues addressed in the PRSP	Is there any migration and/or remittances policy implication in the PRSP?
		MIG	Remit	Rank	Importance		
Lesotho	2006	x	x	5.0	Very High	services Migration and remittances are key across economic and social sectors. Migration is related to the gold mines in South Africa and there is a special attention to the labor market issues. Remittances represent 40% of the GDP.	Yes, policies oriented to improve the efficiency of the delivery of public immigration services
Magagascar	2007			0.0	None		
Malawi	2006	x		4.5	High	Rural-urban migration.	Yes. Policy issues related to rural development, prevention and control of HIV/IADS and improvement of public immigration services.
Mali	2002	x	x	4.0	Moderate	Migration appeared as a variable of the demographic dynamic analysis. Remittances are analyzed in the macroeconomic context.	Yes. Public health policies oriented to prevent HIV /IADS.
Mauritania	2006	x		3.5	Moderate	Rural - urban migration	No
Mozambique	2006	x		3.5	Moderate	Rural/urban migration. Also it is mentioned the internal displaced people problem.	No
Niger	2002		x	1.0	Very Low	Remittances are just mentioned as a source of the national income.	No
Nigeria	2005	x	x	4.0	High	Rural-urban migration. Remittances are part of the macroeconomic analysis.	Yes. Policy implications focused in labor markets.

Country	Year of PRSP	Discussed?		Indicator importance of M&R in PRPS		Migration and remittances key issues addressed in the PRSP	Is there any migration and/or remittances policy implication in the PRSP?
		MIG	Remit	Rank	Importance		
Rwanda	2002	x		3.5	Moderate	Rural/urban and seasonal migration. Linkages between migration and social capital are mentioned but not explored.	No
Sao Tome Principe	2005			0.0	None		
Senegal	2005			0.0	None		
Sierra Leona	2005	x		4.0	High	Rural- urban migration. Migration is a variable in the demographic analysis.	Yes. Health public policy orient to prevent and control HIV/AIDS
Tanzania	2005	x		2.0	Low	Rural- urban migration is just mentioned.	No
Uganda	2005	x		4.5	High	Rural -urban migration. The Internally displaced population (IDP) is also an important issue. Policy issues related to the IDP and HIV problems	Yes. Policy issues to solve the IDP and HIV/AIDS problems.
Zambia	2002			0.0	None		
<b>Europe and Central Asia</b>							
Albania	2001	x	x	5.0	Very high	Migration and remittances are key issues across all economic and social sectors	Yes. Policies oriented to address labor market issues as the reduction of illegal migrant workers and informal labor
Armenia	2003	x	x	4.0	High	Migration and remittances are key issues across all economic and social sectors. Special attention to the refugees.	Yes. Policies oriented to improve the socio-economic conditions for the poor refugees.

Country	Year of PRSP	Discussed?		Indicator importance of M&R in PRPS		Migration and remittances key issues addressed in the PRSP	Is there any migration and/or remittances policy implication in the PRSP?
		MIG	Remit	Rank	Importance		
Azerbaijan	2003	x		3.0	Moderate	Migration is included in the demographic dynamic analysis	No
Bosnia Herzegovina	2004	x	x	4.0	High	Special attention to migration and youth issues. Remittances are part of the macroeconomic analysis.	Yes. Policies oriented to address the illegal human trafficking.
Georgia	2003	x		5.0	Very High	Migration is a key factor across all the economic and social sectors. Migration is seen as a problem because of the alarming outflows. Special attention to demographic and gender issues.	Yes. Policy assessment about regular framework that should protect labor migrants, prevent the brain drain, and avoid the forced migration
Kyrgyz Republic	2002	x		4.5	High	Both internal and External Migration are addressed. There is a particular attention to brain drain, labor market, and gender issues.	Yes. Policy implications about the social safe net.
Moldova	2004	x	x	5.0	Very High	Migration and remittances are key variables in the economic and social dynamics of the country. Remittances play an important role in the macroeconomic and growth analysis.	Yes. Policies focused in the labor market issues.
Serbia and Montenegro	2004	x		4.0	High	Rural- urban migration.	Yes Policies oriented to control and prevent HIV/AIDS, and to protect human rights for migrant women (i.e. human trafficking)
Tajikistan	2002	x		4.0	High	Internal and external migration processes are addressed. Special interest in brain drain.	Yes. Policy issues related to brain drain.
<b>Latin America and Caribbean</b>							

Country	Year of PRSP	Discussed?		Indicator importance of M&R in PRPS		Migration and remittances key issues addressed in the PRSP	Is there any migration and/or remittances policy implication in the PRSP?
		MIG	Remit	Rank	Importance		
Bolivia	2001	x		3.0	Moderate	Rural - urban migration. Some of the linkages of this migration with poverty are addressed.	No
Dominica	2006	x	x	5.0	Very High	Migration and remittances are relevant across all social and economic sectors. Particular interest in brain drain and migration impact on household welfare.	Yes. Policies oriented to enhance Dominican diasporas are addressed.
Guyana	2002	x		4.0	High	Migration is a relevant variable in demographic dynamics. Brain drain and education issues are addressed.	No
Nicaragua	2005	x	x	4.0	High	Internal migration ( from rural to urban areas ) and external migration - mainly to Costa Rica - are addressed. Remittances are part of the macroeconomic analysis	Yes. Policies issues about the social and economic requirements to face the internal migration.
Honduras	2001	x		3.5	Moderate	Rural -urban migration	No
<b>South East Asia</b>							
Sri Lanka	2003	x	x	5.0	Very High	Migration is a result of the conflict. Remittances analysis at the macro and micro level.	Yes. Policy issues of promoting employment overseas.
Pakistan	2003			0.0	None		
Bhutan	2004	x	x	3.0	Moderate	Rural/urban Migration.	Yes, policies oriented to rural development

Country	Year of PRSP	Discussed?		Indicator importance of M&R in PRPS		Migration and remittances key issues addressed in the PRSP	Is there any migration and/or remittances policy implication in the PRSP?
		MIG	Remit	Rank	Importance		
Bangladesh	2005	x	x	5.0	Very High	Migration plays an important role in the economic and social dynamics. Special interest for low skilled migrant women.	Yes. Migration is articulated in the logical framework of a gendered policy agenda that pretends to reduce women's vulnerability
Nepal	2003	x	x	4.0	High	Particular focus on the linkages between migration and labor markets. Remittances are part of the macroeconomic analysis	Yes. Policy implications for the labor market as the training needed for migrants.
<b>East Asia and Pacific</b>							
Cambodia	2005	x		3.0	Moderate	Rural-urban migration. Migration is relevant variable for the demographic analysis. Special interest on the young migrants	No
Timor Leste	2002	x		5.0	Very High	Migration is relevant across the economic and social sectors. Focused in the demographic analysis and the rural -urban dynamics. Immigration issues are also addressed.	Yes. There some policy proposals of programs to encourage work overseas.
Laos P.D.R	2004	x		4.0	High	Rural-urban migration. Special focus in the issues related to youth and migration.	Yes. Policy oriented to prevent human trafficking and HIV/AIDS, there are primarily targeted to the youth
Mongolia	2003	x	x	4.0	High	Rural-Urban migration. Remittances are included in the macroeconomic analysis.	No

Country	Year of PRSP	Discussed?		Indicator importance of M&R in PRPS		Migration and remittances key issues addressed in the PRSP	Is there any migration and/or remittances policy implication in the PRSP?
		MIG	Remit	Rank	Importance		
Vietnam	2006	x	x	4.0	High	Rural-Urban migration. Remittances are included in the macroeconomic analysis.	Yes. Policy issues related to the labor market and social security.
<b>Middle East and North Africa</b>							
Djibouti	2004	x		4.0	High	Immigration issues are also important -15% of the population is born abroad. Rural- urban migration is also addressed.	Yes. Health public policies oriented to prevent HIV/AIDS and other epidemic diseases.
Yemen	2002	x		4.5	High	Internal migration is relevant for all economic sectors.	Yes. Policies to control and addressed the significant internal mobilization ( i.e. rural development)