

## ANNEX II: INTEGRATING MIGRATION INTO DEVELOPMENT POLICIES

### II.1. Poverty Reduction Strategy Papers

Recently completed PRSPs focus on the following issues related to migration and development:

Recognizing the importance of migration to development: One of the most detailed discussions of migration and development was presented in Albania's "National Strategy for Development and Integration." The strategy recognizes that about 20 percent of the Albanian population lives abroad, many for more than a decade. Labour migration is also an important component of Tajikistan's strategy paper. As the paper describes, "Labour migration continues to be a key survival strategy for many households and a guarantee of social stability. In spite of relatively strong demographic growth, not many new jobs are being created. In view of this, migration of the labour force is the most common method used by households to find work that offers sufficient remuneration." Cote d'Ivoire is in the unusual situation of addressing in-migration of labour migrants at the same time it is grappling with the return and reintegration of refugees and internally displaced persons. Its PRSP notes that Cote d'Ivoire is "traditionally a country of intensive internal and external migratory movements. Internal migrations, generally oriented from the North to the forest South more conducive for plantation economy, were intensified with the phenomenon of internal displacement of people by the war, which affects more than one million individuals, mostly children and women." Also in the context of post-conflict reconstruction, Liberia notes that reintegration of refugees and displaced persons and ensuring their access to livelihoods is a high priority of the PRSP, with particular attention to ensuring basic social services, income generation, education, agriculture and temporary shelter.

Ensuring legal immigration channels: A number of countries emphasize the need for legal channels through which their citizens can migrate as a priority in the PRSP. Several of Albania's seven objectives fit into this category: fighting illegal migration through implementation of readmission agreements and creation of a total management information system; managing recurrent migration flows through bilateral labour agreements with European Union countries; and creating appropriate institutional structures to manage migration policies. Albania also sees improving the legal framework for migration into Albania as an objective of its poverty reduction strategy, recognizing that Albania is a transit and destination country as well as source country of migrants. Tajikistan notes that "steps need to be taken to improve the mechanism for the regulation and organization of external labour migration." It further cites the need "to create the conditions for simplified entry and exit, as well as the conditions for visits to and movement within these other countries." The PRSP also gives attention to data needs, citing the "urgent need to establish a methodological base for the study, monitoring and regulation of the labour market and labour migration and to set up an information support framework for the social welfare system using up-to-date technologies for the collection, processing, use and storage of information." Armenia states that "the government has prioritized strategies to reduce informal migration, which "contains serious risks for the migrants, which are mostly conditioned by unstable employment and lack of the minimal social protection elements." To mitigate irregular migration while promoting legal labour migration, the government provides information and consultative support to inform and orient migrant workers.

Protecting rights of migrants at home and abroad: Albania cites several steps to ensure greater development return on migration related to migrant rights, including improving the image of Albania immigrants abroad, improving consular services, and protecting the rights of Albanians abroad. As in its discussion of legal avenues of migration, Albania also focuses on mechanisms to ensure equal treatment of citizens of other countries residing in Albania. Tajikistan plans to “step up the political dialogue with the aim of providing protection for the rights and interests of Tajik migrants in foreign countries.” Cote d’Ivoire has had a large in-migration of workers from neighboring countries, generally seeking work in the plantation economy, generating what the PRSP notes as an issue to be resolved – “the integration of second and third generation immigrants.” A further goal is to “strive to ensure the participation of Ivorian immigrants in the development process.”

Enlisting the support of migrants and the diaspora in development: Albania’s PRSP has as a principal objective the creation of favourable legal and institutional mechanisms to ensure that migration assists development, focusing on investment of remittances, and mobilising and organising Albanian communities abroad. The Tajik PRSP acknowledges that remittances from labour migrants account for as much as 25% of total household income, making the productive use of these remittances a key factor in Tajikistan’s poverty reduction planning. Of particular interest are actions to attract funds from labour migrants to establish service businesses and develop a range of rural entrepreneurial activities, including animal husbandry, dairy farms, sheep and poultry farming, yak and goat herding, fish farming and private livestock insemination centres. The diaspora remains an important resource for Armenia’s development. The PRSP outlines strategies to promote investment by the diaspora, noting that Armenians living abroad have capacities that would be useful in the “creation and development of modern production complexes.”

The discussion of remittances and diaspora support generally comes in the context of reforms that are needed more generally in the economy to attract foreign investment and increase trade. Albania’s PRSP begins by pledging “we will strengthen our democratic institutions and we will ensure that the rule of law is respected. The market mechanisms in place will allow businesses to better utilise the new opportunities. The rapid improvement of the infrastructure will be our key priority. Social justice will serve as a basis for reforms so that the entire population benefits from sustainable economic growth. In its section of migration, Tajikistan cites the need to develop “civilized methods and forms for the delivery of services in the markets of foreign countries through the establishment of a commercial presence.” An overarching goal of Armenia’s PRSP “promotion of self-employment and entrepreneurship by means of improving the business and investment climate, as well as increase of lending resources and cost reduction in the conditions of macroeconomic stability and liberal economic system.” The section on migration indicates that during 2002-2006, Armenia saw a reduction in emigration; the PRSP cites improvements in domestic labour demand and income as reasons for the decline.

Mobilizing human capital resources related to migration: The PRSPs focus on ways to avoid brain drain and make the most of return migration. Albania cites as a priority fighting brain drain through measures to enable employment of qualified migrants who return to Albania. Liberia’ PRSP cites the return of professionals in the diaspora as a high priority, with references to the recruitment of doctors, engineers, scientists, economists, environmentalists, business executives and other highly skilled professionals. The PRSP acknowledges the role of the Transfer of Knowledge through Expatriate Nationals (TOKTEN) and Liberian Senior Executive Service (SES) programs as important tools in bringing skilled Liberians from abroad into government service. Reintegration of refugees and displaced persons and ensuring their access to livelihoods is a high priority of the PRSP, with particular attention to ensuring basic social services, income generation, education, agriculture and temporary shelter. The PRSP also recognizes that land disputes arising as refugees and displaced persons seek to regain property could be a source of destabilization if not handled properly.

## II.2. National Adaptation Programmes of Action

As of October 2008, 38 countries had submitted plans. A review of the 38 NAPAs indicates awareness in many countries that climate change may well affect migration patterns. The majority of NAPAs see the adaptation strategies they describe as ways to reduce migration pressures and allow people to remain in their original settlements. The strategies generally seek to adapt agricultural practices, management of pastoral lands, infrastructure such as dykes and coastal barriers, fishing patterns and other strategies to reduce pressures on fragile eco-systems, thereby allowing populations to remain in place. In some cases, the NAPA identifies migration as an adaptation strategy in itself. This perspective appears in two contexts. First, some countries see migration as a way to reduce population pressures in places with fragile eco-systems. Second, countries recognize that resettlement of some populations may be inevitable, given the likely trends, but should be accomplished with planning. Many of the plans focus on internal migration, but some island States, for example Kiribati, have identified resettlement abroad as a potential adaptation strategy. The Maldives has been exploring ways to relocate its population while maintaining its own sovereignty. President Mohamed Nasheed announced at the end of 2008 that the Maldives was establishing a sovereign wealth fund which could be used to purchase a new island for the country's population.

Most of the NAPAs reviewed for this paper do not set out a process of consultation with the populations that may need to relocate. An exception is the NAPA prepared by Solomon Islands. The Human Settlement project envisions that the communities themselves will be deeply involved in adaptation assessments. Key vulnerabilities and adaptation options, strategies and measures will be identified. The NAPA also recognizes the important role of the government, noting that relocation of the most vulnerable populations will necessarily become the responsibility of the government because of problems associated with land resources, tenure, and management systems.

Interestingly, a review of the climate change strategies adopted by three of the largest mid-income source countries of migration—Mexico, India and China—found few references to migration as a consequence of or adaptation mechanism in addressing environmental hazards. This finding was surprising because there is a sizeable academic literature discussing environmentally-induced migration in each of these countries.

## II.3. Donor Policies and Programs

Recently implemented donor programmes fall into the following categories:

Capacity-Building: In this category is a joint European Commission-UN programme on migration and development. The initiative aims to support civil society groups and local governments to become more active and effective in linking migration to development, in line with relevant policy frameworks. Proposed projects may have one or more of the following goals: facilitate networking for practitioners to learn from each other, and support to the creation of partnerships to strengthen the role of migrant groups in development processes and interventions in countries of origin; provide capacity building to eligible actors to formulate development interventions and deliver sustainable results; and facilitate replication of current best practice, scale-up successful existing initiatives, and develop new, innovative projects that contribute to relevant development outcomes. Thematic areas include: Migrant Capacities, Migrant Communities, Migrant Remittances, and Migrant Rights. Projects should be fully in line with national development priorities and policies, as well as international conventions to which the relevant country is signatory; they should offer tangible and measurable development impact in the relevant country; and project results should be sustainable, with a view to achieving ongoing development impact beyond the duration of funding from the Joint Initiative. The initiative focuses on 16 countries: Georgia, Moldova, Morocco, Tunisia, Algeria, Egypt, Senegal, Cape Verde, Ghana, Nigeria, Mali, Ethiopia, Sri Lanka, Philippines, Jamaica, and Ecuador. The initiative is managed by UN Development Programme and involves four other international organizations (UNHCR, UNFPA, ILO and IOM) as well as a migrant

advisory council. In the first round, 55 grants were made. The initiative produced a handbook with migration and development approaches available at <http://www.migration4development.org/handbook/en/>.

In further capacity-building efforts, the European Commission funded the project “Adding value to Central Asian Migration: Awareness, Capacity Building and Networking for maximizing the impact of migration on growth and development” and the ACP Migration Facility, which aims to build capacities and promote the integration of migration issues into the economic and social development policies of ACP countries in six regions and 12 pilot countries (Senegal, Nigeria, Tanzania, Kenya, DRC, Cameroon, Angola, Lesotho, Haiti, Trinidad and Tobago, Papua New Guinea, and East Timor).

Facilitating remittances and diaspora support: A further multi-donor initiative, the Financing Facility for Remittances (FFR), aims to reduce rural poverty and promote development. The facility will increase economic opportunities for the rural poor through support and development of innovative, cost-effective and easily accessible international or domestic remittance services, with or within countries in Africa, Asia, Europe, Latin America and the Caribbean (LAC), and the Near East. It is supported by the International Fund for Agricultural Development, a specialized agency of the United Nations, in partnership with the European Commission; the Inter-American Development Bank (Multilateral Investment Fund); the Consultative Group to Assist the Poor; the Government of Luxembourg; the Ministry of Foreign Affairs and Cooperation, Spain; and the United Nations Capital Development Fund.

Switzerland has published an information brochure for migrants on international money transfers from Switzerland. Increased transparency in the money transfer market should make transfers faster and less expensive so that the recipients benefit in the best possible way. The information brochure should also help to increase the number of money transfers made from Switzerland via formal channels. Money thus injected into the financial system is made available for spending and investment, which is decisive in terms of increasing the development impact of remittances. The brochure also contains useful information on making use of financial services in order to enhance the financial literacy of migrants living in Switzerland.

In June 2009, the U.S. Agency for International Development (USAID) in partnership with the Western Union Company and the Western Union Foundation launched the African Diaspora Marketplace (ADM). The ADM is a nearly US\$1.5 million business competition targeting small and medium entrepreneurs from the African diaspora. Approximately 10 to 20 entrepreneurs will be selected to receive \$50k-100k in matching grants to support the implementation of their business ideas. These entrepreneurs may also receive other assistance in the form of know-how through learning networks as well as technical and credit guarantee assistance from USAID and its collaborating partners.

USAID also supports the Armenian Ministry of Diasporas. The ministry is responsible for enhancing ties with Armenians living throughout the world, to promote cultural awareness and diaspora investment. The ministry will receive support from USAID through a project aiming to analyzing the experience of other countries as possible models for how Armenia can establish and operate a relationship management mechanism for a global Armenian network of experienced and influential professionals; developing the business processes for such a mechanism; developing a set of high level functional requirements for the development of any tools, especially electronic/online tools to support the relationship management mechanism; defining the roles and responsibilities of the Ministry of Diaspora and its partner organizations in that regard; and recommending and implementing capacity development steps for the Ministry and its partners in carrying out the proposed mechanism and the resulting business processes.

The European Union provided support in 2008 to the African Remittance Institute, which covers Ethiopia, Nigeria, Senegal, Cape Verde, Guinea Bissau, Mali, Ghana, Sierra Leone, Liberia, Sudan, Uganda, DRC, Rwanda, South Africa, Mauritius, Kenya, Comoros, and Guinea; and a project entitled “Harnessing the potentials of migration for development by linking MFIs and immigrant associations” in Benin, Burkina Faso, Ethiopia, Ghana, Kenya, Mali, Nigeria, Senegal, Tanzania, and Uganda.

Knowledge-Base: The Canadian International Development Research Centre (IDRC) continues to support research on migration and development, most recently providing grant funds to a study in the English speaking Caribbean aimed at devising strategies to maximize the positive development effects of migration and the growth of the knowledge economy while minimizing or mitigating negative ones such as those that impact on labour markets and gender. Specifically, the project aims: to assess (i) the existing nature of brain circulation and (ii) the existing impact of diasporic tourism and investment on the Caribbean economy; to identify the challenges and opportunities associated with facilitating brain circulation, by building a profile of returning migrants; to evaluate (i) the level of demand and supply for skilled professionals from the Caribbean; and (ii) the pattern of diasporic tourists and investors from key global cities to the Caribbean; to make recommendations on how to facilitate brain circulation and on how local and diasporic enterprises in the service sector could enhance diasporic tourism and investment; to promote policy dialogue and outreach on migration in the Caribbean and Canada; and to improve the quality of migration-related policy-relevant research and to build institutional research capacity in the Caribbean region.

A European Commission-funded project, 'Migration of Physicians within and from Sub-Saharan Africa: Internal, Regional and International Movements,' is currently implemented with the World Bank in Sub-Saharan and West African countries. The objective is to collect reliable data on healthcare providers that can base policy-making decisions in education, migration and retention.

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