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Policy and Institutional Coherence
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EXECUTIVE SUMMARY

As greater attention has been given to the relationship between migration and development, interest has grown in ensuring policy and institutional coherence in addressing the interconnections between these two phenomena. What is often now called the migration-development nexus incorporates two elements: ways in which migrants and migration can be a resource for the development of home and host communities, and ways in which development can affect migration trends and patterns. With regard to the first connection, mobile populations can contribute to economic development through their financial resources as well as their skills and entrepreneurial activities. Promoting sustainable development to reduce emigration pressures stemming from underdevelopment is another aspect of the migration-development nexus. Migration should be voluntary on the part of the migrant and the receiving community, not forced by economic or political conditions in the home community.

Governmental Initiatives

There has been considerable progress in integrating migration and development into Poverty Reduction Strategy Papers (PRSPs) and National Development plans in developing—largely source—countries, as well as initiatives implemented by developed—largely destination and donor—countries. The attention to integrating the migration-development nexus into policy frameworks has been largely focused on maximizing the development payoff of migration, with particular focus on remittances and diaspora investment and philanthropy. Receiving less attention has been the impact of sustainable development, including related issues of trade, investment, structural adjustment, climate change, etc, on migration trends or the development implications of migration for admission policies.

A hallmark of the development of Poverty Reduction Strategies is the involvement of civil society in their preparation. Some of the PRSPs cite consultation with diaspora groups but there is little analysis of the effectiveness of these processes. It appears from the PRSPs as well as national development plans of mid-income source countries that developing countries seek policy coherence related to migration and development in four principal areas: 1) recognizing the importance of migration and diasporas as an integral part of development planning; 2) addressing the causes of migration that are rooted in poverty, instability and environmental factors; 3) capitalizing on the remittances and human capital contributions of migrants while reducing potential negative impacts of brain drain; and 4) addressing the developmental impacts of the presence of migrants and refugees on their territory.

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

Establishing offices to promote effective collaboration with migrants and Diasporas is one mechanism by which source countries seek to enhance the development impact of migration. Through such institutions as the Instituto de los Mexicanos en el Exterior, Philippines Overseas Employment Administration, and Ministries of Overseas Indian Affairs, developing countries are attempting to provide services to migrants abroad, consult with diaspora groups, facilitate diaspora investment and philanthropy, and protect the rights on nationals living abroad.

A review of the migration and development nexus in OECD countries—which are largely both development donors and migrant destinations—found numerous examples of policy and programmatic initiatives linking the two issues, with greater attention of development agencies to migration impacts than of migration authorities to development ramifications. These initiatives can be grouped into five major areas: 1) promulgation of specific policies regarding the nexus between migration and development; 2) support for policies, projects and programs that enable migrants to be a more effective resource for development; 3) support for projects and programs that aim to reduce the negative impacts of migration; 4) capacity building to more effectively manage migration; and 5) support for research and data collection on migration and development

While the impact of migration on development has received policy attention, the impacts of government policies on migration patterns or trends are less often taken into account sufficiently in policy formulation. As the Global Commission on International Migration (GCIM) concluded, “Important decisions taken in areas such as development, trade, aid and the labour market are rarely considered in terms of their impact on international migration.” The Commission paid special attention to trade policies and agricultural subsidies, arguing that “trade reform would have a greater impact on the welfare of people living in low-income states than any increase in the aid they receive.” Moreover, moving from recognition of interconnectedness towards implementation of policies that take migration into account is far more difficult. While impact statements are common in other policy areas (for example, the environment), they are not generally undertaken with regard to the impact of policy decisions on likely migration. Implementation and assessment of the policies and programs consistent with the understanding of the migration and development nexus is the key challenge.

Civil Society Initiatives

This background papers focuses particularly on the role of mainstream development agencies in addressing the nexus between migration and development. Prior to 2004, relatively few NGOs that focus on development had formulated policies or articulated specific programs that focus on the impact of development on migration or migration on development, with the exception of those involved in refugee assistance and post-conflict return and reintegration. To the extent that development agencies were concerned with migration, the focus was on the situation of migrants in destination countries. With the growing attention to migration and development as witnessed in the High Level Dialogue on

Migration and Development and the GFMD, however, there has been increased interest on the part of development agencies although they are still not engaged fully in migration and development initiatives.

The European Economic and Social Committee (EESC), a civil society consultative group that provides input to the decisions of the European Union, concluded in its December 2007 session that “migrants have a key role to play in poverty relief in their countries of origin.” A number of networks of humanitarian and development organizations have also promulgated policies or introduced programs on migration and development. SOLIDAR—a European network of social and economic justice non-governmental organisations (NGOs) working in development and humanitarian aid, social policy and social service provision, and lifelong learning—has a migration program that focuses on rights, integration and co-development. The European Red Cross and Red Crescent Societies adopted a set of principles in 2007 related to migration in the Istanbul Commitments, which included the intent to improve cooperation between National Societies in countries of origin, transit and destination in order better to protect and assist migrants and returnees and to strengthen partnerships with external actors working in this field.

This paper highlights initiatives undertaken by civil society in three principal areas: 1) partnerships between development organizations and Diaspora groups; 2) involvement of microfinance institutions in remittance transfers and investment; and 3) service delivery focused on vulnerable migrants, particularly in the context of return to developing countries. Such programs as the Pan American Development Foundation’s Transnational Development Program, GTZ’s Diaspora Program, Visions for Development, Inc. and the American International Health Alliance — Twinning Center, and CARE’s Diaspora Partnership Program foster development in collaboration with diaspora groups from Central America, Haiti, Afghanistan, Ethiopia, and Somalia. Microfinance organizations and credit unions have been particularly involved in trying to lower transfer costs of remittances and providing credit to stimulate diaspora and migrant investments in their home countries.

Current and future challenges

Current and future challenges fall into three areas: 1) further incorporation of the range of issues captured by the migration-development nexus into policy formulation; 2) implementation and evaluation of the strategies to capitalize on the benefits that migration may bring for development; and 3) institution of more effective institutional collaborations. An important precondition for policy coherence is recognition of the multi-faceted aspects of the migration-development nexus and the interconnectedness of migration, trade, investment and other inputs that have short or long-term impact on development.

At present, many of the initiatives launched under the migration-development rubric are pilots or small-scale initiatives to maximize the benefits of migration for development. A challenge ahead is to assess their effectiveness and to determine the extent to which they are replicable in other contexts. Systematic and consistent evaluation of programs is essential to developing the information base needed to make coherent policy and programmatic choices. Assessments should include measures of process, outcomes and, eventually, impacts of the new strategies. For example, the process evaluations could identify the best ways to consult

with and ensure effective participation of migrants and diaspora groups in the development plans. The outcome evaluations should seek to identify the direct benefits and costs of programs implemented under the migration-development policy rubric. For example, outcome evaluations could seek to determine if Diaspora business investments result in sustainable economic enterprises, particularly as compared with other foreign direct investment. Of particular importance is assessment of the institutional frameworks by which governments and NGOs relate to migrants and members of the Diaspora. Finally, the impact evaluations should seek to measure the overall effects of these strategies on poverty reduction and development.

Issues for Discussion

Session 3.2 of the Civil Society Days aims to stimulation discussion of mechanisms to promote clearer and more effective coherence between migration and development policies, programs and institutional arrangements. In discussing mechanisms to promote policy coherence, discussion should focus on the effectiveness of PRSPs, national development plans, donor policies and policies and programs adopted by development agencies. More specific issues for discussion include:

Mechanisms to promote policy coherence

Building consensus and will—what are effective practices for ensuring recognition of the complex interconnections between migration and development and building the consensus and will to implement new strategies to maximize the benefits and minimize the costs of migration for poverty reduction and development?

Resolving conflicting and competing interests—what are effective practices to consult with all actors involved in the migration and development process to ensure that conflicting and competing interests are taken into account and consensus built on ways to move forward with a migration and development agenda?

Allocating financial and human resources—what are effective practices to ensure appropriate allocation of financial and human resources necessary to implement strategies that maximize benefits and minimize costs of migration for poverty reduction and development?

Mechanisms to promote institutional collaboration

Instituting more effective consultative mechanisms—what are effective practices to promote institutional collaboration between governments and civil society and within civil society, including migrants and Diasporas?

Instituting more effective decision-making mechanisms—what are effective practices to ensure more effective policy and programmatic decision-making to implement strategies that maximize benefits and minimize costs of migration for poverty reduction and development?

Mechanisms to monitor progress and make necessary changes in strategies

Data collection—what data are needed to ensure that migration and development strategies meet the highest standards of policy and programmatic coherence?

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

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

Identifying new and emerging issues—what are effective practices that allow civil society institutions to identify new and emerging issues that hold the potential for maximizing or disrupting the development payoff of migration?

Policy and Institutional Coherence

1. Introduction

As greater attention has been given to the relationship between migration and development, interest has grown in ensuring policy and institutional coherence in addressing the interconnections between these two phenomena. The session on policy coherence between migration and development at the Civil Society Day in Brussels concluded:

There are opportunities to improve policy coherence at national, regional and international levels. A key challenge is to find common objectives and approaches among diverse civil society groups - including migrants and their many diverse associations - and linking these with objectives of other groups such as governments, employers and workers to achieve more coherence between the development goals and migration policies of sending and receiving states.

What is often now called the migration-development nexus incorporates two elements: ways in which migrants and migration can be a resource for the development of home and host communities, and ways in which development can affect migration trends and patterns. With regard to the first connection, mobile populations can contribute to economic development through their financial resources as well as their skills and entrepreneurial activities. They do so individually and collectively. For example, while individuals remit to their families, associations of migrants often group together to raise and remit funds for infrastructure development and income generation activities in their home communities.

Promoting sustainable development to reduce emigration pressures stemming from underdevelopment is another aspect of the migration-development nexus. Migration should be voluntary on the part of the migrant and the receiving community, not forced by economic or political conditions in the home community. Similarly, migrants should be able to return voluntarily to home communities that are economically stable and safe. In fact, increased development at home may increase migration, as people amass the resources and knowledge that permits heightened mobility. Such migration is more likely to be voluntary than forced, however. No single strategy is sufficient to overcome the economic and political problems that impede development. Rather, combination of more coherent trade, investment, aid and labour market policies, as well as good governance, is needed.

Civil society organizations play an important role, on their own and in conjunction with governments and international organizations, in ensuring that policies are coherent in addressing both sides of the migration and development nexus. This working paper for the Civil Society Days in Manila outlines efforts underway to enhance policy and institutional coherence. It begins with a discussion of governmental initiatives in both developing and developed countries and it then discusses initiatives within civil society to link migration and development in a coherent way. It is focused particularly on ways in which development agencies have taken on the issue of migration, but it points out areas in which the migration ramifications of development may be addressed.

2. Governmental initiatives

This section reviews progress in integrating migration and development into Poverty Reduction Strategies and National Development plans in developing—largely source—countries, as well as initiatives implemented by developed—largely destination and donor—countries. As will be seen, the attention to integrating the migration-development nexus into policy frameworks has been largely focused on maximizing the development payoff of migration, with particular focus on remittances and diaspora investment and philanthropy. Receiving less attention has been the impact of sustainable development, including related issues of trade, investment, structural adjustment, climate change, etc, on migration trends or the development implications of migration for admission policies. This section gives special attention to the ways in which governments are involving civil society in the development or implementation of their migration and development strategies.

2.1 Policy and programmatic frameworks in developing countries

The preparation of poverty reduction strategy papers is an increasingly important mechanism used in planning for development. An assessment of PRSPs undertaken by the World Bank and International Monetary Fund pointed to the important role that civil society plays in developing the PRSPs:

The open and participatory nature of the PRSP approach is regarded by many as its defining characteristic and its most significant achievement. PRSPs have often led to an improved dialogue within the various parts of governments and between governments and domestic stakeholders. There is some evidence that the active involvement of civil society has influenced PRSP content, particularly in drawing attention to social exclusion, the impoverishing effects of poor governance, and specific policy issues, such as the elimination of school fees in Tanzania and health fees in Uganda. The challenge for most countries is to move away from *ad hoc* consultations to more institutionalized forms of dialogue.¹

Despite providing a generally positive picture of the role of civil society, the assessment also indicated improvements that could be made, noting that “While the patterns differ across countries, CSOs that were out of favor with the government; local government officials; private sector representatives; trade unions; women’s groups; and direct representatives of the poor are among the groups that have not always been fully involved in the PRSP process.”

No specific mention is made of the involvement of migrants or diaspora groups in the development of PRSPs; future assessments should determine whether they have been consulted, particularly since migration has increasingly become an important theme in the poverty reduction strategies. Some of the plans themselves reference consultation with the diaspora; for example, Burkina Faso notes: “the Government has organized a symposium in 2006 on migrations, with substantial participation of the Burkinabé Diaspora, an important actor in the transfers of money and material goods, and contributor to national GDP.”

¹ IMF and World Bank, Review of the Poverty Reduction Strategy Paper (PRSP) Approach: Main Findings, March 15, 2002

A review of the poverty reduction strategies as well as national development plans of mid-income source countries indicates that developing countries seek policy coherence related to migration and development in four principal areas: 1) recognizing the importance of migration and diasporas as an integral part of development planning; 2) addressing the causes of migration that are rooted in poverty, instability and environmental factors; 3) capitalizing on the remittances and human capital contributions of migrants while reducing potential negative impacts of brain drain; and 4) addressing the developmental impacts of the presence of migrants and refugees on their territory.

2.1.1. Recognizing the importance of migration to development

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

Bangladesh’s development policies also recognize the important role that migration plays in poverty reduction. In introducing *Meeting the Challenge: A Mid-term Report on Achieving MDG-1 in Bangladesh*, the government gave special prominence to its role in facilitating migration, noting “Temporary labour migration has contributed significantly to increase household income and reduce poverty in Bangladesh. The effects are both direct and also through consumption and investment multipliers.”²

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

2.1.2 Addressing the causes of migration

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

² Presentation of “Meeting the Challenge: A Mid-term Report on Achieving MDG-1 in Bangladesh” by H. E. Dr. Iftekhar Ahmed Chowdhury, Hon’ble Foreign Adviser (Foreign Minister) Government of the People’s Republic of Bangladesh at the Annual Ministerial Review Meeting of ECOSOC on “Strengthening efforts to eradicate poverty and hunger, including through the global partnership for development” Geneva, 3 July 2007

Lack of economic opportunities at home is clearly seen in the PRSPs as a reason for migration, both internal and international. In particular, the inability of people to sustain their livelihoods in rural areas prompts them to find better economic opportunities and more secure livelihoods elsewhere. Overgrazing, soil degradation, and changing climate patterns³ endanger rural livelihoods, in many cases driving people to urban centres, more fertile areas or other countries presenting greater opportunities.

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

Countries vary in their approach to addressing the causes of migration.⁴ India’s development plan is illustrative, focusing on ways to reduce what it calls distress migration resulting from inadequate income and safety nets in rural areas.⁵ It notes the introduction of the National Rural Employment Guarantee Programme, which is designed to help “increase incomes of the poor directly and reduce expenses incurred on distress migration.” Through agro-food processing, sericulture and other village enterprises, India hopes to “check rural-urban migration by gainfully employing people in villages.” The plan also references crop insurance and more secure land tenure rights, including of women, as other mechanisms to reduce rural poverty and distress migration. These strategies are consistent with theories that international migration often occurs as a risk management strategy when households do not have other mechanisms to manage crop failures and similar shocks.

2.1.3 Capitalizing on migration for development

Countries see the benefits of migration for development in two principal forms— as sources of revenue (from overseas and from urban to rural areas within the country) and as sources of technical expertise. The plans and strategy papers identified barriers to the most effective contribution of migration to development, including the need to negotiate bilateral, regional

³ Concern about climate change is a significant component of planning for the Maldives, where sea level rise implies a danger of increased and unacceptable vulnerability, including the danger of making some low-lying areas permanently uninhabitable. The Maldives has included a resettlement strategy in their PRSP, which is detailed and represents tough political choices – including relocating population away from all islands with less than 1,000 people, or from islands that are deemed highly vulnerable.

⁴ Some countries appear to see rural to urban migration as inevitable and potentially beneficial whereas others see it as creating insurmountable problems. Both Benin and Uzbekistan concentrate on the need to adapt urban settings to the influx of migrants, although the focus (especially in Benin) is on physical infrastructure rather than on the social dimensions of job creation or increased social services. Others take the opposite approach, focusing on developing rural economies to prevent what they see as excessive urbanization. Gambia focuses on the need to extend services and improve the quality of life in rural areas. Afghanistan and Malawi both focus on the need to diversify rural economies, including promoting cottage industries. Zambia notes that population density in certain locations, due to migration and urbanization, has led to deforestation, biodiversity loss, and land degradation. It notes that urbanization has occurred without a corresponding effort to provide appropriate housing in the expanding urban regions, leading to “dire consequences” for some areas of the country.

⁵ *Towards Faster and More Inclusive Growth: An approach to the Eleventh Five Year Plan 2007-2012*

and international agreements that would facilitate legal migration of workers, as well as continuing concerns about brain drain.

Haiti's PRSP observes that nearly 20% of the country's economy depends on remittances, making it among the most remittance-reliant in the world. It notes that the Diaspora is one of Haiti's comparative advantages compared to other Caribbean economies, while recognizing that remittance flows also contribute to income inequality. Ghana notes that the cost of remittances is too high and that they rarely move through formal channels. It considers that remittances should be taxed, in order to promote development in disadvantaged areas, and that the diaspora community should be viewed as a source of direct private investment, not only for remittances.

Burkina Faso has a detailed discussion of the ways in which the country hopes to benefit from its diaspora. The 2007 update to its PSRP states that the government is considering the following actions among others: develop a migration policy; carry out a feasibility study of the Dakolé project whose purpose is to provide an irrigated perimeter in the department of Dissin (Ioba) for qualified farm laborers from the diaspora; and design and set up a data bank on Burkinabe expertise abroad. The detail is in marked contrast to earlier progress reports that did not give any specific attention to migration as a component of development.

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

Afghanistan discusses repatriation of Afghans as a major challenge, but notes the slowing down of that process and, indeed, the re-migration of some returnees to neighbouring countries. The PRSP concludes that migration to work in neighbouring countries and remittances will remain "as a key informal arrangement for the poor." In an example of specific migration-related commitments, the Afghan PRSP references the intent to conclude by 2013 bilateral agreements to regulate labour migration and to protect the rights of Afghanistan's migrant workers. It also specifies the intent to conduct research and analysis to identify labour migration flows and cross border commuting.

Similarly, Uzbekistan cites the need for government to facilitate legal migration of its nationals to other countries, in order to earn higher incomes. The PRSP considers that the lack of rights and opportunities for Uzbeks in Russia is an impediment to development.

India's development plan focuses on facilitating the mobility of high skilled professionals, in the context of trade agreements. In its mid-term appraisal, India cites a number of impediments to the movement of service providers—including "the generally restrictive approach towards permanent movement of labour on the part of the immigration authorities and labour market regulators," wage parity requirements, economics needs tests, lack of recognition of professional qualifications, licensing requirements and requirements that

foreign professionals must make social security contributions—India pledged vigorously to pursue “proposals to address all these restrictions.”⁶

For most countries, brain drain remains a major concern. A number of PRSPs seek to tackle the issue, including Zambia and Haiti, although programs to achieve this goal are rarely articulated. Turkey’s Ninth Development Plan is similarly concerned with “brain drain” issues, and striking a balance between the advantages of emigration and the lack of technical expertise at home. It notes the need to improve working conditions for researchers, to encourage their return from abroad and employment in the private sector.

2.1.3 Addressing immigration

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

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

2.1.4 Institutional Strategies to Collaborate with Migrants

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

The Philippines Overseas Employment Administration represents another institutional approach to enhancing development through migration. It was created in 1982 with dual functions: to promote and develop the overseas employment program, and to protect the

⁶India Mid -Term Appraisal the Five Year Plan (2002-2007)

rights of migrant workers. Its services include education and information campaigns, pre-employment and pre-deployment orientations, legal assistance to victims, and repatriation assistance. POEA works with a network of non-government organizations and workers' organizations, as well as an array of government agencies, including the Ministry of Foreign Affairs, the Department of Labour and Employment, Overseas Workers Welfare Administration, Philippines Health Insurance Corporation, the Social Security System, and the Technical Education and Skills Development Authority, among others. The mid-term national development plan (2004-2010) sets out a goal to electronically link the 12 government agencies involved in Overseas Filipino Worker (OFW) documentation in order to reduce the documentation process cycle time, requirements, and cost by 50 percent.

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

2.2 Policy and programmatic frameworks in developed countries

A review of the migration and development nexus in OECD countries—which are largely both development donors and migrant destinations—found numerous examples of policy and programmatic initiatives linking the two issues, with greater attention of development agencies to migration impacts than of migration authorities to development ramifications. These initiatives can be grouped into five major areas: 1) promulgation of specific policies regarding the nexus between migration and development; 2) support for policies, projects and programs that enable migrants to be a more effective resource for development; 3) support for projects and programs that aim to reduce the negative impacts of migration; 4) capacity building to more effectively manage migration; and 5) support for research and data collection on migration and development

2.2.1 Promulgation of policies on migration and development

A review of the websites of major developed governments found a growing number of States with full or partial policies linking migration and development. The Swiss Agency for Cooperation and Development, for example, includes migration and development as one of 13 overarching themes of its development program. The United Kingdom's Department for International Development issued a policy paper, *Moving out of poverty –making migration work better for poor people*, which includes a forward looking agenda for DFID's work in this area. The Swedish Foreign Ministry in outlining its priorities for International Development Cooperation lists migration as one of six global challenges that require cooperation in meeting the overall goal of equitable and sustainable global development.

Similarly, the policy on migration recognizes that “migration often has a major impact on the development of both countries of origin and countries of destination.” The US State Department and US Agency for International Development Strategic Plan for FY 2007-2012 includes as one priority, “Promote Orderly and Humane Means for Migration Management.” In November 2007, the Council of the European Union included migration and development as one of 12 areas in need of policy coherence, arguing that “Migration, if properly managed, can promote closer ties between countries of origin, transit and destination, help meet existing and future labour needs and contribute to the development of all countries. Hence, it is important to harness the positive links and synergies between relevant policy areas for the benefit of migrants themselves, the EU and partner countries.”

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

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

2.2.2 Programmatic support for migration and development initiatives

A number of donors have established programs in partnership with developing countries—often as part of poverty reduction strategies—which aim to harness the benefits of migration for development. As many of these programmes are relatively new, there are few

evaluations of their effectiveness or their replicability. The following are highlighted because they are described by their donors with sufficient detail to provide some insights into their potential benefits to development.

Programmes to help migrants and Diasporas serve as resources for development of their home countries fall into several areas. First, development agencies have provided support for capacity building of Diaspora organizations as well as support for services provided by and through Diasporas, alone or in collaboration with mainstream development agencies. For example, the German Development Cooperation supported a program at GTZ to develop mechanisms to cooperate with Diaspora communities. The US Agency for International Development established a “Diaspora Engagement” program as part of its Global Development Alliance (GDA). GDA identified six strategic Diaspora engagement mechanisms, in addition to individual and household remittances: Diaspora philanthropy, Diaspora volunteer corps, Diaspora direct investment, Diaspora capital markets, Diaspora tourism and nostalgic trade, and Diaspora advocacy and diplomacy.

Governments are also supporting initiatives to promote more effective, efficient and low cost transfer and use of remittances. These initiatives include support for websites that detail the options and costs of remittance transfers. German Development Cooperation, through GTZ and the Frankfurt School of Finance & Management, supports operation of the website GeldtransFAIR, which provides migrants with information on services offered by banks and other money transfer institutions. The website helps to increase transparency in the remittance market and competition, shorten the time taken for the transfers and reduce fees. As described by GDC, “In this way, money transfer via formal channels will become more attractive and more money will arrive safely at the migrants’ families.”

Some development agencies also support programs to promote effective return and reintegration of migrants, particularly those with skills important to the development of their countries, and where countries of origin are keen to engage with the Diaspora. France has partnership agreements with a number of African countries that include co-development programs that, among other priorities, support return and reintegration of migrants who intend to begin businesses in their home countries. A number of governments support the TOKTEN program operated by the UN Development Programme that helps highly skilled migrants return home for short missions, particularly to support education and training initiatives.

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

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

Policies and programs to address some of the negative consequences of migration on development focus particular attention on brain drain, helping to stem the long-term migration of highly skilled workers. A number of governments provide scholarship support to students in developing countries, who are able to benefit from the educational

opportunities in wealthier countries. The visas in these State funded programs often require that students return home, at least for a specified period, before they are able to re-enter to take jobs in the country of study. The types of return programs described above are often framed as part of the effort to reduce brain drain. Of growing interest are codes of ethical recruitment of health professionals. The United Kingdom, for example, applies such a code to recruitment of nurses and physicians into the National Health Service to reduce negative impacts on source countries facing a health crisis. The program does not apply, however, to private sector recruitment.

2.2.4 Capacity building and technical assistance for more effective migration management

The fourth area in which developed countries have invested are programs to strengthen migration management and border authorities in developing countries. The Berne Initiative, launched by the Swiss government in 2001 to stimulate cooperation among source, transit and destination countries, produced the *International Agenda for Migration Management*, a set of common understandings and effective practices for a planned, balanced, and comprehensive approach to the management of migration. Australia states in its *White Paper on the Australian Government's overseas aid program* that “our neighbours’ ability to manage borders effectively, to deal with transnational crime, terrorism and *illegal people movement* (emphasis added) and to respond to outbreaks of infectious disease is not only vital for their own development, but also in Australia’s national interest.”

Developed countries also provide support for regional migration consultative mechanisms, in part because they are an effective vehicle for providing technical assistance and training to source and transit countries. The US State Department, for example, provides funding to the consultative mechanisms and monitors progress in the implementation of the recommendations of the Regional Migration Conference in North and Central America in the annual Performance and Assessment Report (PAR) submitted by each federal US agency.

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

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

In a coordinated, thirteen European countries have joined together in New Opportunities for Research Funding Agency Cooperation in Europe (NORFACE), which funds research on migration to Europe, exploring its impacts on both host and source countries. In explaining its 2008 grant solicitation, NORFACE notes: There is a great need to build a new synergetic body of research which will contribute strongly to our *theoretical* understanding and

knowledge in the area of migration research. The proposed research topics are designed to address this need through theory-guided, comparative, multi-level and time referenced studies especially in relatively unexplored areas, or fields with unresolved issues.” Among the priorities for research are studies that examine the individual, economic and social consequences of migration on sending countries.

Still other government research programs focus on specific issues within the overall area of migration and development. The U.S. government, for example, has focused research funding on trafficking in persons, including studies of the causes and consequences of trafficking for development.

3. Civil Society

This section focuses on a specific aspect of policy and program coherence: the role played by mainstream development agencies in addressing the migration and development nexus. Giving particular focus to these organizations is not meant to diminish the important role played by migration-focused groups, including migrant and diaspora organizations, in recognizing and addressing the interconnections between their areas of expertise and development in source or destination countries; in fact, partnerships between development NGOs and diaspora organizations receive prominence in this paper. Nor does it diminish the importance of the private for profit sector; some partnerships between NGOs and businesses are described herein. Rather, it reflects the hope that this paper may help civil society actors in the development arena to give greater attention to the important role of migration in their area of expertise.

Prior to 2004, relatively few NGOs that focus on development had formulated policies or articulated specific programs that focus on the impact of development on migration or migration on development, with the exception of those involved in refugee assistance and post-conflict return and reintegration. To the extent that development agencies were concerned with migration, the focus was on the situation of migrants in destination countries. As described by Oliver Bakewell, “a number of NGOs whose main focus is on international development in the South and East have turned their attention the situation of migrants, particularly asylum seekers and refugees. A brief survey of some of their activities suggests they fall into six broad categories: access to rights; lobbying and campaigning; information provision; welfare support; integration; and, networking with migrant and diaspora associations.”⁷ Only the last category pertained primarily to the role of migration in developing countries.⁸

Since Bakewell’s 2004 investigation, and with the growing attention to migration and development as witnessed in the High Level Dialogue on Migration and Development and the GFMD, there has been increased interest on the part of development agencies in the nexus between migration and development. The European Economic and Social Committee

⁷ Oliver Bakewell, “Migration as a Development Strategy: A Challenge to Development NGOs,” *informed, Bulletin #10*, May 2004

⁸ Bakewell references two exceptions to his general findings—Novib (Oxfam Netherlands) and Cortaid, which had activities related to the impact of migration on the development of source countries.

(EESC), a civil society consultative group that provides input to the decisions of the European Union, concluded in its December 2007 session that “migrants have a key role to play in poverty relief in their countries of origin.” The EESC recommended that the “international community and development agencies cooperate more with diaspora communities in order to assist them in increasing their capacity,” supporting the creation of a Migration and Development Fund. It also called for steps to mitigate the effects of brain drain, promoting the facilitation of circular migration. It recommended that migration and development be mainstreamed into other relevant policies.⁹

A number of networks of humanitarian and development organizations have also promulgated policies or introduced programs on migration and development. SOLIDAR—a European network of social and economic justice non-governmental organisations (NGOs) working in development and humanitarian aid, social policy and social service provision, and lifelong learning—has a migration program that focuses on rights, integration and co-development. The European Red Cross and Red Crescent Societies, for example, adopted a set of principles in 2007 related to migration in the Istanbul Commitments, which included the intent to improve cooperation between National Societies in countries of origin, transit and destination in order better to protect and assist migrants and returnees and to strengthen partnerships with external actors working in this field.

Yet, our investigation confirmed Bakewell’s overall assessment that mainstream development NGOs are still not engaged fully in migration and development initiatives. Nevertheless, we identified a number of useful models. These are by no means an exhaustive listing of applicable programs, but they do represent trends in the engagement of development organizations in migration and development activities. The initiatives fall into three principal areas: 1) partnerships between development organizations and Diaspora groups; 2) involvement of microfinance institutions in remittance transfers and investment; and 3) service delivery focused on vulnerable migrants, particularly in the context of return to developing countries.

3.1 Partnerships with Diasporas

The Pan American Development Foundation has a Transnational Development Program, which “links U.S. -based immigrant groups from El Salvador, Haiti, and Mexico with training, matching funds, and other resources to help them implement development projects in their home countries.” PADF collaborates with Banco Agrícola, Citigroup, Unibank, USAID, World Vision, and others “to join efforts with LAC immigrant groups on social and economic development activities. Because of these efforts, women in Mexico and El Salvador have gained organic certification for their crops and learned how to process and package their products to sell on the local market, and children throughout El Salvador have gained access to better classrooms, computer and science labs, and uniforms and school supplies.”¹⁰

⁹ European Economic and Social Committee, “Migration and development: opportunities and challenges,” adopted December 12, 2007.

¹⁰ http://www.panamericancommunities.org/portal/alias_Rainbow/lang_en/tabID_0/DesktopDefault.aspx

One example of the collaborative approach is Manos Unidas por El Salvador (Hands United for El Salvador), which was created in 2004 by PADF and Banco Agrícola of El Salvador “to channel community remittances to development initiatives focused on rural education.” Manos Unidas works with U.S.-based Salvadoran immigrant groups in financing the initiatives. The immigrant groups and their home communities develop project proposals, and through a competitive selection process, the program provides small grants of up to \$40,000 to co-finance selected projects. PADF manages the funds, provides technical assistance to the beneficiary communities in El Salvador, and offers training to the U.S.-based Salvadoran immigrant groups on various aspects of institutional development and project support.

GTZ also provides support to Diaspora groups. After engaging in several studies, GTZ launched a pilot program that promotes the charitable activities of migrants in their countries of origin, including help in setting up and expanding schools, hospitals and training measures for young people. The projects are coordinated with the priority areas of German Development Cooperation (GDC) in the respective countries in which the pilot is implemented. In funding the program, GDC explained, “in the long term, this method is to be used to develop permanent cooperation structures between German DC and migrant organisations.” The programs operate Afghanistan, Senegal, Nigeria and Guinea.¹¹ For example, GTZ has worked with the Afghan-German Physicians’ Association to provide training to doctors from various provinces in Afghanistan to learn about ultrasound diagnostics in the city of Kabul. GTZ also worked with another Afghan migrant association to build wind and solar power energy stations in rural areas.

Visions for Development, Inc. and the American International Health Alliance — Twinning Center and three supporting Diaspora organizations collaborate to mobilize professionals in the Diaspora to assist in Ethiopia’s fight against HIV/AIDS. The Ethiopia Diaspora Initiative works to identify and place highly skilled Diaspora professionals at treatment sites and AIDS service organizations, where they serve as technical experts.¹² Volunteers are placed at sites for a period ranging from three months to two years with the dual goals of building institutional capacity and increasing staff competencies. As of April 2008, the program had placed 15 Diaspora volunteers in Ethiopia, including a laboratory health and safety guidelines developer, a monitoring and evaluation specialist, an infection and post-exposure prevention advisor, a Web content developer, and an Anti-Retrovirus Treatment nurse.

CARE’s Diaspora Partnership Program, (DPP), in Somalia “aims to strengthen the implementing capacities of an estimated 10 key local partners; NGOs, government agencies, private sector organisations or community based organisations.” It is implemented in partnership with NedSom, a Netherlands-based Somali NGO. DPP facilitates expert support from the Dutch Diaspora, to enhance the capacity of local Somali NGOs. The program expects to increase the capacity of 10 local NGO partners through technical support from the Diaspora, increase long-term interest and involvement of the Somali Diaspora in

¹¹ <http://www.gtz.de/en/themen/wirtschaft-beschaefigung/15647.htm>

¹² <http://www.peoplepeople.org/projects.php?P=49>

development activities in Somalia, and “increase cooperation among the Somali Diaspora, Diaspora organisations and CARE.”¹³

3.2 Microfinance Institutions, Credit Unions, and Remittance Transfers

A number of microfinance institutions (MFIs) and credit unions have adopted migration as a theme, particularly focused on remittance transfers. The International Network of Alternative Financial Institutions hosted a conference in Benin in November 2007 on Microfinance, Remittances and Development, to explore ways to enhance the development benefits of remittances.¹⁴ The conference declaration resolved that participants would map out the levels of institutional preparedness and constraints of the network, its affiliates and partners, the diasporas, existing remittance service providers, and initiate a capacity development process for the INAFI network and partner diaspora organizations that will address the financial literacy of migrants and their families, the constraints of linking remittances with microfinance and other financial service, and ensure the safety of migrant remittance and investment. More specifically, the INAFI plans to create a diaspora fund for sustainable development from migrant investments and philanthropy/donations, local investments, and leveraged funds and link this with micro-finance services to stimulate business education and development, social development, financial literacy and local economy building towards retaining a reasonable mix of profit and social return.

Similarly, the European Microfinance Platform, composed of 86 member organizations, established a working group on remittances, which aims to stimulate broad cooperation among MFIs and other stakeholders in harnessing the development potentials of remittances for sustainable development; promote financial literacy among senders and receivers of remittances; promote financial democracy (promoting and expanding financial services for the majority of the people by developing additional financial products and services (e.g., insurance, health care, education and housing) to migrants and their families; stimulate and promote initiatives on remittances among Europe-based MFIs and to build partnership with MFIs in the South in the field of microfinance and remittances linkages, investments, capacity building, etc.; and advocate for an enabling environment including appropriate financial infrastructures and knowledge sharing to facilitate improved and effective flow and use of remittances for sustainable development.

Within Latin America, Acción International’s remittance project aims to improve the financial options available to recipients of remittances by: facilitating access to financial products, particularly products that can help families promote productive use of remittances such as savings, home improvement and insurance; improving financial products linked with remittances and the convenience and safety of remittance services; exploring innovations such as the use of pre-paid cards to reduce the cost of paying out remittances and increase opportunities for cross-sell; and helping recipients make more informed decisions about the use of remittances using tools such as financial literacy. Acción works through local NGOs, including Mibanco-Peru, Financiera FAMA-Nicaragua, SogeSol-Haiti, Banco Solidario-Bolivia and Banco Caja Social-Colombia.

¹³ <http://www.care.org/careswork/projects/SOM082.asp>

¹⁴ <http://www.inafiinternational.org/>

Microfinance International Corporation was established in June 2003, to develop a business model that links remittances with microfinance for the benefit of immigrants in the United States and their families in developing countries. MIC helps microfinance organizations enter the remittance transfer market, by providing “technical advice on marketing and regulatory compliance as well as an online platform that allows MFIs in recipient countries to process remittance transfers from US financial institutions.”

In some cases, microfinance institutions have partnered with banks to ease remittance transfers. For example, in July 2007, BRAC signed a remittance distribution agreement with Citi Bank Bangladesh. The press release announcing the agreement explained that “BRAC will open up access to remote corners of the country and facilitate transfer of workers remittances that comes through Citi from all over the world.” According to Manuel Orozco, “In Paraguay, the rural bank Financiera El Comercio has become a formidable competitor to banks, now accounting for 50 percent of Western Union transfers to the country and aggressively converting recipients into bank clients. In three years, it increased the number of clients applying for savings and loan products by 79 percent.”

(<http://www.accion.org/NETCOMMUNITY/Page.aspx?pid=1128&srcid=249>)

The World Council of Credit Unions (WOCCU) offers credit unions with “safe and affordable money transfer products and technologies.”¹⁵ The services allow for transfers from credit union in destination countries to credit unions in source countries of migrants, credit unions in destination to non-credit union outlets (such as retail stores), and from wire transfer companies (such as MoneyGram or Vigo) to credit unions. The hope is that those who send and receive remittances will avail themselves of other banking services.

With funding from USAID, WOCCU undertook an in-depth survey of remittance receivers in the five largest credit unions in Guatemala, as measured by market share. According to the survey results, “fifty-four percent of recipients surveyed save a portion of their cash remittances in financial institutions. Sixty-two percent of these savers identify credit unions as the institutions in which they deposit most of their saved remittances.” There were major differences, however, depending on the location of the credit union. “Credit unions in the rural areas have been more successful in recruiting members and mobilizing savings from remittance recipients than their urban counterparts. The percentage of credit union member recipients is higher at the more rural credit unions, ECOSABA (83%) and ACREDICOM (34%), than at the urban locations of *Parroquial Guadalupeana* (13%) and COOSADECO (13%).”¹⁶

Interestingly, the attempt to engage credit unions in remittance transfers to Nicaragua did not meet the same success as in Guatemala. Another grant from USAID permitted WOCCU to survey remittance senders and recipients to identify barriers. The survey took place in Miami, the city with the largest number of Nicaraguan migrants in the United States. It determined that the two companies working with credit unions to transfer funds, MoneyGram and Vigo, were not as well known as their competition. Also, the companies

¹⁵ <http://www.woccu.org/dev/remittances>

¹⁶ Anna Cora Evans and Janette Klaehn, “Credit Unions Provide Unbanked Remittance Recipients with Access to Financial Services,” in *Focus on Guatemala* vol.2, June 2005.

servicing the recipients had not informed them of the full range of services available although the survey demonstrated a keen interest in such services.

3.3 *Services aimed at Migrants*

A number of development NGOs offer services to vulnerable migrants in the countries in which they operate. While most focus on refugees, usually in partnership with the UN High Commissioner for Refugees, some direct their services to a broader range of migrants. For example, CARE operates a project in Thailand aimed at improving the reproductive health of Burmese migrants.¹⁷ The specific goals are to increase the number of Burmese migrant workers between 15-24 years accessing contraceptive services and information through the peer educators or clinics; and to increase the number of sexually active youth Burmese migrant workers reporting some form of contraception using during their last sexual interaction.

Much of the focus of these programs is on migrants who are returning to their home countries. The European Red Cross and Red Crescent Societies promulgated a policy on returnees, outlining services that would be consistent with the movement's basic principles, including pre-departure counselling, information and preparations in the host country and re-integration assistance in the country of origin, including provision of initial/transit accommodation and material/financial/medical support upon arrival, through referral to local authorities and relevant organizations, provision of additional support in emergency cases, such as for housing, food or medicines, psychological and social support, counselling/advice and assistance in accessing services related to housing, employment, health care and education, assistance to support self-reliance, including in finding employment and setting up small business; and longer-term individual counselling-, coaching-, referral- and follow-up.¹⁸

Another return program set up by SAMAH and the Cordaid Mediation Agency for Return works in the Netherlands, Angola, Sierra Leone, and Guinea Conakry. The project works with "young failed asylum seekers and young voluntary returnees in the Netherlands to return to their countries of origin by providing them with the tools to forge a new life for themselves." SAMAH provides counseling and training in the Netherlands and Cordaid assists the returnees in their home countries.¹⁹ Another assisted voluntary return program is operated by MPDL (the Movimiento por la Paz, el Desarme y la Libertad) in Romania, Morocco, Ecuador and the Dominican Republic.

4. Current and future challenges

Current and future challenges fall into three areas: 1) further incorporation of the range of issues captured by the migration-development nexus into policy formulation; 2)

¹⁷ <http://www.care.org/careswork/projects/THA063.asp>

¹⁸ <http://www.ifrc.org/Docs/pubs/events/istanbul07/Istanbul-Commitments.pdf>

¹⁹ Solidar, Co-Development: Win-Win Solution for All?

<http://cms.horus.be/files/99931/Newsletter/Codevelopment%20EN.pdf>

implementation and evaluation of the strategies to capitalize on the benefits that migration may bring for development; and 3) institution of more effective institutional collaborations. An important precondition for policy coherence is recognition of the multi-faceted aspects of the migration-development nexus and the interconnectedness of migration, trade, investment and other inputs that have short or long-term impact on development. The Global Forum has prompted many government and civil society actors to reassess the ways in which migration is treated in poverty reduction strategies, national development plans, donor development policies and civil society programs. There has been relatively less attention, however, to assessing how development policies and processes affect migration patterns and trends, or to the extent to which policies for admission of foreign workers are consistent with and supportive of broader development goals. Nor have countries made significant progress in assessing the impacts of other policy areas, such as trade or agricultural subsidies, on the migration-development nexus.

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

The second principal challenge is moving from promulgation of coherent plans that take into account all of the interconnected issues described herein to implementation and then evaluation of these strategies. Three factors are central in moving from rhetoric to implementation: political will, financial resources, and the participation of migrants themselves in initiatives to promote development. Political will is needed to ensure that migration-related development receives priority in government and private sector initiatives, which will in turn lead to sufficient resources to allow for implementation of new initiatives on a large enough scale to be meaningful. The rapid growth in remittance flows has placed the migration-development nexus on policy agendas, but the challenge ahead is to ensure that the many good ideas that have been generated are implemented. Since migrants are private actors, and their remittances, philanthropic contributions and investments are private resources, governments cannot move in this direction without their active involvement in decision-making and implementation. Yet, bringing migrants into the decision-making process can be difficult, particularly if they are geographically dispersed, do not have regular or secure status in the country of destination, and/or come from demographic groups, such as women, or socio-economic groups that have not traditionally participated in government policy-making.

At present, many of the initiatives launched under the migration-development rubric are pilots or small-scale initiatives to maximize the benefits of migration for development. A challenge ahead is to assess their effectiveness and to determine the extent to which they are replicable in other contexts. Although it is important to recognize that a ‘one shoe fits all’

strategy is unlikely to be effective, it is equally important to develop models that are proven to be effective in helping to reduce poverty and enhance development.

Systematic and consistent evaluation of programs is essential to developing the information base needed to make coherent policy and programmatic choices. Assessments should include measures of process, outcomes and, eventually, impacts of the new strategies. Process evaluations will help inform future decisions about how to initiate and implement policies and programs that recognize the role of migrants, Diasporas and their financial and other resources in promoting poverty reduction and development. For example, the process evaluations could identify the best ways to consult with and ensure effective participation of migrants and diaspora groups in the development plans. The outcome evaluations should seek to identify the direct benefits and costs of programs implemented under the migration-development policy rubric. For example, outcome evaluations could seek to determine if Diaspora business investments result in sustainable economic enterprises, particularly as compared with other foreign direct investment. Finally, the impact evaluations should seek to measure the overall effects of these strategies on poverty reduction and development.

A third challenge is instituting more collaborative institutional arrangements, particularly between mainstream development actors and migrants and Diasporas is the implementation of various strategies and the evaluation of their effectiveness in responding to the multi-faceted issues covered by the migration-development nexus.

Of particular importance in this respect is assessment of the institutional frameworks by which governments and NGOs relate to migrants and members of the Diaspora. As discussed above, countries such as Mexico, the Philippines and India have established offices to promote greater consultation and cooperation with those who have migrated. These countries also have active consular presence in the principal countries of destination, generally with a dual mission of protecting the rights of their nationals and consulting with them as needed. At the same time, a number of development NGOs has also established partnerships with Diaspora groups. As other countries and institutions consider similar organizational arrangements, they would benefit from systematic evaluations of the effectiveness of various institutional models.

5. Issues for Discussion

Session 3.2 of the Civil Society Days aims to stimulation discussion of mechanisms to promote clearer and more effective coherence between migration and development policies, programs and institutional arrangements. In discussing mechanisms to promote policy coherence, discussion should focus on the effectiveness of PRSPs, national development plans, donor policies and policies and programs adopted by development agencies. More specific issues for discussion include:

5.1 Mechanisms to promote policy coherence

Building consensus and will—what are effective practices for ensuring recognition of the complex interconnections between migration and development and building the consensus

and will to implement new strategies to maximize the benefits and minimize the costs of migration for poverty reduction and development?

Resolving conflicting and competing interests—what are effective practices to consult with all actors involved in the migration and development process to ensure that conflicting and competing interests are taken into account and consensus built on ways to move forward with a migration and development agenda?

Allocating financial and human resources—what are effective practices to ensure appropriate allocation of financial and human resources necessary to implement strategies that maximize benefits and minimize costs of migration for poverty reduction and development?

5.2 *Mechanisms to promote institutional collaboration*

Instituting more effective consultative mechanisms—what are effective practices to promote institutional collaboration between governments and civil society and within civil society, including migrants and Diasporas?

Instituting more effective decision-making mechanisms—what are effective practices to ensure more effective policy and programmatic decision-making to implement strategies that maximize benefits and minimize costs of migration for poverty reduction and development?

5.3 *Mechanisms to monitor progress and make necessary changes in strategies*

Data collection—what data are needed to ensure that migration and development strategies meet the highest standards of policy and programmatic coherence?

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

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

Identifying new and emerging issues—what are effective practices that allow civil society institutions to identify new and emerging issues that hold the potential for maximizing or disrupting the development payoff of migration?