



# THE CONTRIBUTIONS OF MIGRANTS AND MIGRATION TO DEVELOPMENT- STRENGTHENING THE LINKAGES

*Building upon the New York Declaration for Refugees and Migrants adopted on 19 September 2016, the Global Compact for Safe, Orderly and Regular Migration (GCM) will set out a range of principles, commitments and understandings among Member States regarding international migration in all its dimensions. The GCM should make an important contribution to global governance and enhance coordination on international migration. For the consideration of Member States, the “Thematic Papers” developed by IOM, outline core topics and suggestions to inform actors involved in the 2017 consultation process that will lead to the inter-governmental negotiations and final adoption of the GCM.*

## INTRODUCTION

With the correct policies in place, migration can bring significant development benefits to origin and destination countries alike. Not only do migrants remit substantial amounts to developing countries (estimated at \$442 billion in 2016<sup>1</sup>), they promote trade and investment, and bring innovation, skills and knowledge to their countries of origin and destination. Migrant workers across all skill ranges fill labour market gaps, stimulating the economies of the countries they live in, which in turn creates more jobs and generate more tax revenue.<sup>2</sup> Migrants and diaspora communities bring greater cultural diversity to the societies they live in and take back social remittances in the form of skills and new ideas. Thus, not surprisingly, with ever-increasing numbers of people moving between countries, the contribution of migration to development has received significant international attention. The 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs) expressly included migration in three targets, and migration is indirectly linked to many more, and recognized “the positive contribution of migrants for inclusive growth and sustainable development”<sup>3</sup>.

The New York Declaration provided that the Global Compact for Safe, Orderly and Regular Migration (GCM) should lay down actionable commitments that seek to enhance the sustainability of the development impact of migration.<sup>4</sup> In doing so, it is important that these commitments also mitigate the negative developmental impact that migration can have when it is governed inadequately and when the well-being of migrants is not of central concern.

Developing the knowledge base on the links between migration and development is key to giving practical effect to the formal recognition of these links in the SDGs and New York Declaration. It is also critical to recognize the roles that migrants play as enablers, subjects and drivers of development,<sup>5</sup> which in turn can inform policies and programmes of governments, other stakeholders, and regional and global processes.

The development impact of migration is influenced by public policy across many different sectors, including human rights, trade, overseas development assistance (ODA), crime, disaster risk reduction, climate change, and emergency response, among others. These policies in turn have an impact on migration dynamics. The international community and national governments have increasingly focused on the need to improve coordination and policy coherence between migration and development agendas



across all these policy domains.<sup>6</sup> Policies should be developed that support rather than hinder development outcomes for migrants and the communities that they come from and live in.

## EXISTING PRINCIPLES

The 2030 Agenda for Sustainable Development recognizes migration as a core development consideration and catalyst for sustainable development that cuts across various sectors of government policy. The SDGs also recognize the potential vulnerability of migrants. The Agenda sets out specific targets to address these vulnerabilities, and in so doing, aims to empower migrants to fulfil their own development potential and thereby contribute to the development of the communities in which they live and from which they originate. Whilst a number of these targets mention migration specifically, migration is in fact relevant to all 17 goals and most of the 169 targets in the Agenda.<sup>7</sup> The need for enhanced policy coherence for sustainable development is reiterated in a number of the SDGs,<sup>8</sup> together with a call for the creation of sound policy frameworks at the national, regional and international levels to address development needs.<sup>9</sup>

The table below highlights only a selection of targets, and groups them according to whether or not the indicators pertaining to each target speak about policies, legal frameworks and services (national level); or proportions and participation rates of specific social groups, such as women and children (individual level); or indicators that require international cooperation:

### Migration Policy Coherence in SDGs: international level

- 3.c Increase health financing and the recruitment, development, training and retention of the health workforce in developing countries
- 4.c Increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries
- 17.9 Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the SDGs, incl. through North-South, South-South and triangular cooperation
- 17.14 Enhance policy coherence for sustainable development

### Migration Policy Coherence in SDGs: national level

- 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and achieve substantial coverage of the poor and the vulnerable
- 5.1 End all forms of discrimination against all women and girls everywhere
- 8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment
- 16.b Promote and enforce non-discriminatory laws and policies for sustainable development

### Migration Policy Coherence in SDGs: individual level

- 3.8 Achieve universal health coverage, including financial risk protection
- 4.1 Ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes
- 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
- 10.2 Empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status



The New York Declaration also reflects the need for better coordination across policy domains, recognizing the substantial contribution<sup>10</sup> that migrants make to development in their countries of origin and residence, and reiterating the importance of integrating migration into global, regional and national development plans.<sup>11</sup>

IOM's Member States are encouraged to use IOM's Migration Governance Framework (MiGOF) to enhance their own governance of migration.<sup>12</sup> The MiGOF outlines the essential elements for facilitating orderly, safe, regular and responsible migration through planned and well-managed policies. One of the key principles is the adoption of a "whole-of-government" approach (Principle 2 MiGOF) which means ensuring alignment between national departments and subnational (local, state and regional) authorities in key policy areas such as commerce, industry, social cohesion, health and education. The socioeconomic well-being of migrants and society is a stated objective of MiGOF; Objective 1 reiterates the imperative to design laws and policies that foster strong socioeconomic outcomes, particularly in the areas of labour migration, access to social protection and the portability of social benefits.

## ISSUES

The links between migration and development are multifaceted and mutually reinforcing:

- 1) Driven by lack of opportunities at a local level, migration has long been considered an essential strategy for improving individual and social well-being and expanding one's possibilities for development. Poverty, instability, lack of access to education or other basic services are only some of the factors that can push individuals to migrate;
- 2) Migration can also be seen as an *outcome* of enhanced development because, as development takes place and income levels rise, so too does migration, with people having more resources and therefore more ability to migrate;
- 3) As a contributor to development, migration can result in better employment opportunities for the individual, higher incomes, and can open possibilities for acquiring or improving skills and knowledge. Very often, however, these gains are negated by poor working and living conditions, lack of access to basic services, discrimination and other human rights violations. At the household/family level, migration of family members often help those remaining behind to increase their family income and improve healthcare and educational opportunities, with negative consequences including increased dependency on remittances, and separated families;
- 4) Migration can also be an inherent consequence of development-related initiatives, such as the effects of trade, evolution of agriculture, urbanization or other trends and policies that lead to migration or displacement.

Migration policies are often narrowly conceived and may be divorced from policies that are not specific to migration, but nonetheless affect and are affected by migration, and can be as diverse as water and food security, climate change, and trade and employment policy. The costs of lack of coordination among these policy domains can go beyond wasted resources and can render development objectives unattainable.<sup>13</sup> For example, stringent skill and qualification recognition frameworks can prevent qualified migrants from working at their skill levels.



Key challenges to understanding these linkages and enhancing the positive outcomes of migration on social and human development include the collection and analysis of credible data and information. Secondly, stakeholder engagement and internal governmental coordination is required. Finally, different sectors across government have different priorities, requiring the adoption of coordinated planning and management tools that can facilitate the development potential of migration.

The sectors for which migration needs to be considered vary from country to country and locality to locality, and are best identified through a situation analysis. It is essential to assess the positive and negative consequences for both migrants and their countries of origin and destination. The table below illustrates three sectors:

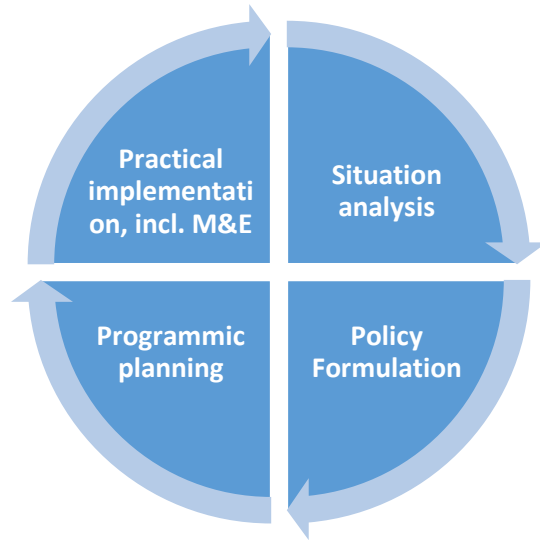
Sector	Countries of Origin + / -	Countries of Destination + / -
<b>Education</b>	<ul style="list-style-type: none"> <li>+ better access to education, higher quality of education</li> <li>- waste of resources of national educational system due to emigration of skilled graduates</li> </ul>	<ul style="list-style-type: none"> <li>+ talent search (attraction of talented students in professions in demand), skills recognition to reduce labour market gaps</li> <li>- deskilling of skilled migrant workers (brain waste)</li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>+ enhancement of national health system as a result of return of highly skilled health professionals</li> <li>- shortage of health professionals where there has been a high proportion migrating abroad</li> </ul>	<ul style="list-style-type: none"> <li>+ reduced shortages in skilled health professionals</li> <li>- possible restricted access to health services for migrants, resulting in potential threats to public health</li> </ul>
<b>Family/Gender</b>	<ul style="list-style-type: none"> <li>+ improved income situation, better educational outcomes for children of migrant workers who send remittances</li> <li>- increased risk of family based violence, child domestic labour, school absenteeism in families left behind</li> </ul>	<ul style="list-style-type: none"> <li>+ better educational and health opportunities for the families of migrants, demands addressed for domestic workers, cultural/social gains for local communities</li> <li>- changing gender roles conflict with traditional gender roles, increased risks of trafficking, family-based violence</li> </ul>

***The local level***

Subnational (local, state and regional) authorities are at the forefront of dealing with the effects of migration at a local level, where the impacts of migration are most strongly felt.<sup>14</sup> The issues include integration, reintegration, legal protection, education, local infrastructure, public order, economic development and health. Subnational authorities are best placed to ensure that the development effects of human mobility are enhanced through service delivery to local populations, and that migrant communities are empowered through targeted benefits and services. The competencies, resources and remit of these authorities, however, are often constrained by national law and policies, which prompts the need for “vertical” policy coherence between national and local authorities. This ensures that national policy frameworks reflect and are relevant to local realities. Subnational authorities are also best placed to ensure that all relevant local stakeholders are consulted to ensure that development impacts are maximised, for example investments by diaspora and migrant communities who reside abroad back into their home communities, and the management of the effects of remittances.



### *The mainstreaming process*



The process of mainstreaming migration into development planning includes four stages:

- a. situation analysis (obtaining and assessing data);
- b. policy formulation (identification of strategic goals and priority areas);
- c. programmatic planning (developing national strategies and plans of actions); and
- d. practical implementation, including monitoring and evaluation. The results of the monitoring and evaluation would lead into a new cycle of developing planning.

## **SUGGESTED ACTION**

Policy and institutional coherence requires strong political will at the national and local levels, given the competing priorities among stakeholders and policy domains. Acknowledgement of the need to integrate migration into sectoral policies, such as health, education, environment, trade and investment, and disaster preparedness, has led to the development of concerted programmes implemented by national governments together with the policy expertise of agencies such as UNDP and IOM.<sup>15</sup> These programmes seek to integrate or mainstream migration considerations into national and local policy planning processes, identify and implement priorities for migration, and consolidate inter-ministerial coordination mechanisms that focus on the impact of migration. Suggested actions include:

- 1) **Establishing inter-ministerial coordination mechanisms** that involve all relevant national ministries and subnational authorities to identify and ensure alignment of policy priorities, and where possible facilitate participation of other relevant stakeholders such as members of diaspora and civil society. The report of the Special Representative of the Secretary General on Migration (SRSG) calls for all States to establish such inter-ministerial working groups;<sup>16</sup>
- 2) In line with SDG commitments and recognizing the cross-cutting impact of migration across policy sectors, **identifying policy priorities, and developing specific implementation plans** related to development and the governance of migration in the priority sectors relevant to the national context e.g. climate change and disaster risk reduction, poverty reduction, national employment policy, trade and investment, and social protection and rights;
- 3) **Recognizing subnational (local, state and regional) governments and stakeholders** as innovators of practical approaches to migration management and empowering them, through devolved powers and increased resources, to strengthen social cohesion, provide services to migrant communities, and to maximise the economic benefits brought by these communities and diaspora communities abroad. A dedicated initiative for city and regional administrations to



undergo leadership programmes on migration and refugee policy has been called for by the SRSG<sup>17</sup>;

- 4) Coordinating and harmonizing the development support provided by various external development actors<sup>18</sup> to national and local governments through **national development planning frameworks**<sup>19</sup> and ensuring that migration is mainstreamed throughout
- 5) Establish mechanisms and methodologies, preferably comparable between countries, to monitor and track in an empirical manner the various ways migration impacts development to **inform evidence-based policymaking** that is responsive to shifting migration trends.



## ANNEX

### ***Additional relevant references***

The inter-agency **Joint Migration Development Initiative** has developed useful resources and training tools for local and regional authorities and these are available on their website [www.migration4development.org](http://www.migration4development.org)

**Indicators of the Impact of Migration on Human Development and Vice Versa.** ACP- 2012.  
<http://publications.iom.int/system/files/pdf/indicators.pdf>

**Interrelations between Public Policies, Migration and Development.** OECD Development Center- 2017.  
<http://www.oecd.org/dev/interrelations-between-public-policies-migration-and-development-9789264265615-en.htm>

**Mainstreaming Migration into Development Planning.** A Handbook for Policy-Makers and Practitioners. Global Migration Group- 2010.  
[http://www.globalmigrationgroup.org/system/files/uploads/UNCT\\_Corner/theme7/mainstreamingmigration.pdf](http://www.globalmigrationgroup.org/system/files/uploads/UNCT_Corner/theme7/mainstreamingmigration.pdf)

**Migration and Development: Achieving Policy Coherence.** Examples of working-level policies and practices from Albania, Canada, Guatemala, Italy, The Netherlands, South Africa, Sri Lanka, the UK and elsewhere. MRS N°34 – 2008. [http://publications.iom.int/system/files/pdf/mrs\\_34.pdf](http://publications.iom.int/system/files/pdf/mrs_34.pdf)

**Migration and Development Policies and Practices. A mapping study of eleven European countries and the European Commission.** ICMPD and ECDPM - 2013.  
[https://www.erweiterungsbeitrag.admin.ch/content/dam/post2015/de/documents/topics/Migration\\_and\\_Development.pdf](https://www.erweiterungsbeitrag.admin.ch/content/dam/post2015/de/documents/topics/Migration_and_Development.pdf)

**Migration for Development: A Bottom-Up Approach.** A Handbook for Practitioners and Policymakers. JMDI -2011.  
[http://www.migration4development.org/sites/default/files/expert/jmdi\\_handbook\\_migration\\_for\\_development\\_english.pdf](http://www.migration4development.org/sites/default/files/expert/jmdi_handbook_migration_for_development_english.pdf)

“**My JMDI Toolbox**” is a self-guided e-learning tool that was developed by JMDI partners for stakeholders to mainstream migration into local development planning.  
<http://www.migration4development.org/en/resources/toolbox/training>

**Policy Coherence for Development.** EU Report -2015.  
[https://ec.europa.eu/europeaid/sites/devco/files/pcd-report-2015\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/pcd-report-2015_en.pdf)

**Strengthening the Migration-Development Nexus through Improved Policy and Institutional Coherence.** KNOMAD Working Paper 15 -2016. <http://ecdpm.org/wp-content/uploads/KNOMAD-Paper-Hong-Knoll-June-2016.pdf>

**White Paper: Mainstreaming Migration into Local Development Planning and Beyond.** IOM, JMDI- 2015.  
[http://publications.iom.int/system/files/pdf/whitepaper\\_mainstreaming.pdf](http://publications.iom.int/system/files/pdf/whitepaper_mainstreaming.pdf)



- 
- <sup>1</sup> The World Bank, Migration and Remittances Factbook 2016, <http://www.worldbank.org/en/research/brief/migration-and-remittances>.
- <sup>2</sup> Exceptional People: How Migration Shaped Our World and Will Define Our Future, by Ian Goldin, Geoffrey Cameron & Meera Balarajan <http://press.princeton.edu/releases/m9301.html>
- <sup>3</sup> Para.29 Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)
- <sup>4</sup> Annex II Para 1. New York Declaration for Refugees and Migrants (A/71/L.1)
- <sup>5</sup> See the Report of the Special Rapporteur on the human rights of migrants, A/69/302
- <sup>5</sup> Initially adopted by OECD member states in the late 1990s and later elaborated in the context of a broader discourse on policy coherence for development, the concept of institutional and policy coherence for development is now commonly understood as the pursuit of synergies to advance shared objectives, to minimize or eliminate negative side effects and to prevent policies from detracting from one another or from the achievement of agreed-upon development goals.
- <sup>7</sup> Specific migration-related targets in the 2030 Agenda to reduce vulnerability include target 8.8 to protect migrant workers' labour rights, in particular for women migrants, and target 5.2 to empower women and girls and reduce their vulnerability to trafficking. In addition, there are targets that are indirectly relevant to migrants and migration: notably, social protection systems and measures for all (1.3), primary education for children (4.1), vocational training (4.3) and universal health coverage (3.8). The duty to combat xenophobia and promote social cohesion are also referenced (10.2 and 16.b).
- <sup>8</sup> Target 17.14 specifically references the need for policy coherence
- <sup>9</sup> Target 1.b
- <sup>10</sup> Para 4. New York Declaration for Refugees and Migrants (A/71/L.1)
- <sup>11</sup> Para. 47 New York Declaration (A/71/L.1)
- <sup>12</sup> IOM Council Resolution C/106/RES/1310 adopted 24 Nov 2015
- <sup>13</sup> KNOMAD Working Paper 15 *Strengthening the Migration-Development Nexus through Improved Policy and Institutional Coherence*
- <sup>14</sup> White Paper - Mainstreaming Migration Into Local Development Planning and Beyond. International Organization for Migration (IOM) and Joint Migration and Development Initiative (JMDI), 2015.
- <sup>15</sup> Mainstreaming Migration into National Policy Planning is an IOM-UNDP Project funded by the Swiss Agency for Development and Cooperation. It is operationalized in Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Moldova, Morocco, Serbia and Tunisia.
- <sup>16</sup> Report of the former Special Representative on Migration, Mr. Peter Sutherland, with recommendations for managing migration better through international cooperation; recommendation 13. Para 74
- <sup>17</sup> As above, SRSG report; recommendation 14 para 76.a.
- <sup>18</sup> Intergovernmental bodies including UN agencies, and NGOs
- <sup>19</sup> Such as the UN Development Assistance Framework (UNDAF process)