

**INTERNATIONAL  
DIALOGUE  
ON MIGRATION**

**MAINSTREAMING  
MIGRATION INTO  
DEVELOPMENT  
POLICY AGENDAS**



Ministerie van  
**Buitenlandse Zaken**

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IOM International Organization for Migration  
OIM Organisation Internationale pour les Migrations  
OIM Organización Internacional para las Migraciones

As part of its International Dialogue on Migration, IOM organized an intersessional workshop on migration and development in cooperation with the UK Department for International Development and the Netherlands Ministry of Foreign Affairs, held in Geneva on 2-3 February 2005. The workshop was attended by representatives from close to one hundred countries and forty intergovernmental and non-governmental organizations. The main objectives were to examine the reasons why migration should be considered as a development issue, to look at the synergies and points of contact between migration and development agendas, and to examine how migration could be mainstreamed into development policy agendas, focusing in particular on partnerships and the engagement of diasporas.

The workshop provided governments, intergovernmental and non-governmental organizations with a forum for in-depth discussions, to share experiences on approaches and practices that incorporated migration issues into national, regional and international development policy agendas in both developing and developed countries, and to identify areas where such activities could be taken further.

During the workshop, many issues arising from the intersection of migration and development were discussed and analysed, including remittances, the role of diasporas, brain drain and brain circulation, labour migration and return and reintegration.

The workshop was organized into plenary sessions and thematic break-out groups that explored the main topics of the workshop. The meeting offered participants the opportunity not only to gain a deeper understanding of the issues and challenges at hand, but also important insights for policy makers and practitioners.

The presentations by the speakers on each panel, as well as a detailed summary of the discussions in both the plenary session and the break-out groups are reproduced in this report. The practical approaches discussed during the sessions, and related in detail in the body of the report, have been compiled as the concluding section.

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**MIGRATION AND DEVELOPMENT: MAINSTREAMING MIGRATION  
INTO DEVELOPMENT POLICY AGENDAS**

**CHAIR: LUIS ALFONSO DE ALBA,  
PERMANENT REPRESENTATIVE OF MEXICO  
TO THE UNITED NATIONS IN GENEVA**

**FOREWORD**

**Ndioro Ndiaye**, Deputy Director General, International Organization for Migration

The issue of the impact of globalization on migration flows arises sporadically in international forums and is usually discussed from the economic and trade policies perspective, almost invariably focusing on control measures. Unfortunately, at the recent sessions of the World Economic Forum at Davos, and the World Social Forum at Porto Alegre, matters related to migration did not receive sufficient attention. Yet, it is important to remember that in an increasingly globalized world, the movement of persons should not be perceived as of less significance than the movement of goods and services.

The link between migration and development is one of the key issues today. As most migration movements are triggered by uneven development, it is particularly interesting to analyse migration in the light of efforts to achieve the Millennium Development Goals (MDGs). The importance of the migration-development link is not well understood, partly due to the complexity of the interconnections between these phenomena as well as the crosscutting nature of migration. It is therefore necessary to enhance awareness of the significance of migration for development by bringing this issue to the attention of the international community in different international forums.

Migration and development is not a new topic. A number of United Nations resolutions related to this issue were adopted in the 1960s - some of which could be adopted again today with an identical formulation, indicating that not enough progress with regard to their implementation has been made so far.

The International Organization for Migration (IOM) is determined to approach migration issues in a global, orderly and humane manner. In this respect, it is important to move beyond emergency humanitarian activities. In situations of emergency, the international community is easily mobilized, as was demonstrated recently by the aid extended to the regions of Asia and Africa affected by the tsunami. However, in order to ensure the development process in the long term, it is essential that governments are able to harness the positive aspects of migration, such as the expertise and experience of migrants, while minimizing its negative effects, in particular, brain drain. It is the aim of IOM to make migration an endogenous element of the development strategies of the countries concerned.

The fight against poverty and, more broadly, the achievement of the Millennium Development Goals, is a great challenge. At the same time, only a limited number of donor countries are effectively fulfilling their commitments with regard to official development assistance, as noted during the Monterrey Conference held in March 2002. In this context, it should be underlined that resources remitted by migrants are private funds and should not be perceived as a potential substitute for official development assistance.

One of the main objectives of this workshop is to examine the need, *inter alia*, for greater coherence of migration and development policies on the national, bilateral and multilateral levels, both in terms of conception and implementation. Increasing policy coherence includes incorporating migration within development policies and programmes. Such integration will enable policy makers to use managed migration more effectively as one tool in development strategies.

This meeting provides an opportunity to share information on best practices and innovative tools applied in different regions of the world. It can also serve to inform the discussion leading up to the High Level Dialogue of 2006 and beyond.

## **INTRODUCTION TO THE WORKSHOP**

**Gervais Appave**, Director, Migration Policy, Research and Communications, International Organization for Migration

The subject of migration and development currently attracts a lot of attention and enthusiasm, but it is also a source of much confusion. It is by no means a new topic of interest. In the 1970s and 80s, this issue was already the focus of much research and debate within the international community, but that burst of activity yielded little in terms of concrete, practicable policy recommendations. This time round it is of vital importance that progress be made.

This conference was organized as part of IOM's International Dialogue on Migration, which is intended as a meeting place at the intersection of ideas and practice, research and implementation. This meeting brings together migration and development research specialists, policy makers and programme managers in pursuit of the following key objectives: first, to achieve better understanding of the issues at stake; second, to identify policy priorities and, finally, to analyse the experience of different regions and acquire knowledge as regards best practices so as to be in a position to provide effective policy recommendations.

In order to focus the discussion and help achieve the above objectives, an overarching theme of policy coherence was identified. Within this broad theme, three topics were selected: the role of migration and development in the achievement of the Millennium Development Goals; the issue of partnerships in migration and development; and the role of diasporas in migration and development.

The seminar consisted of a combination of plenary sessions and break-out groups covering:

- Policy coherence in migration and development agendas:  
Exploring the synergies between migration and development policies and ways to bring these phenomena together in a framework of action at national level.
- Migration and the Millennium Development Goals:  
Examining the complex bi-directional links between migration and development with particular reference to the MDGs and a discussion of the ways and means to ensure that migration contributes to their achievement.
- Partnerships in migration and development:  
Addressing the importance of cooperation at national, bilateral and regional levels in managing the challenges and opportunities of migration in relation to development.
- Engaging diasporas in the development of countries of origin:
  - Analysing the role of diasporas in migration and development and ways to mobilize their resources and to overcome existing obstacles to the contribution by diasporas to development.
  - Presentation of the initial analysis and key indicators derived from the IOM questionnaire "Engaging diasporas as agents for development for home and host countries".

**PURSUEING POLICY COHERENCE IN MIGRATION  
AND DEVELOPMENT POLICY AGENDAS**

*Why is migration a development issue? The linkages have been recognized for a number of years already; however, until relatively recently, “migration” and “development” have been treated separately in government policy agendas. What are the synergies and specific points of contact that currently exist between migration policy and development policy? How is the more effective incorporation of the complexities of the migration phenomenon into the development agendas of developed and developing countries to be achieved? How can migration, as a contributing factor to development, be featured more regularly in poverty reduction strategy and country strategy papers? How can development strategies be taken into consideration in migration policy development?*

**DEVELOPMENT POLICY PERSPECTIVE**

**Tahar Fellous Refai**, Director General of External Relations, Ministry of the Interior and of Local Development, Tunisia.

The link between concepts of migration and development was clearly established in the IOM Constitution in 1951. Although this topic is as relevant and important as ever, it is essential that some new ground be covered in the course of the current discussions to avoid repetitions and ensure that some progress is achieved. The aim of this presentation will be to raise some new aspects of the issues at hand.

Migration has been and continues to be an increasingly important feature of our world. Today, more than 185 million people, representing three per cent of the world population, live outside their country of birth. The number of migrants has more than doubled since 1975, with the major migratory flows directed from developing to developed countries: 60 per cent of the world’s migrant population resides in the most developed regions, where nearly one in every ten persons is a migrant, compared to one in seventy in developing regions.

Nearly 2.3 million migrants from less developed countries are added annually to the population of the most developed regions of the world, or a total of 12 million between 1995 and 2000. According to recent OECD statistics, 21.5 million foreigners are living in the 25 EU member countries, representing 5.2 per cent of the total EU population. Future demographic trends in the EU will continue to fuel immigration: the population of the EU-25 is estimated to drop from 455 million to less than 400 million by 2050, while the number of persons aged 65 and above is projected to rise from 63.4 million to 92 million by 2025.

The significance of migration as underlined by these figures, was emphasized by the Secretary General of the UN when he stated: “The moment has come to examine as a whole and from different points of view the question of migration, which affects hundreds of millions of persons and is something that affects countries of origin, transit and destination. We must understand the causes of these movements and their complex linkages with development”.

In analysing the link between migration and development, it is instructive to consider this relationship and its evolution over time from a free-market perspective. In the period following World War II, a large part of the industrialized world was going through a phase of reconstruction and growth during which immigration was welcomed and appreciated in the host countries, contributing greatly to their development and wealth. Although the movement of people towards industrialized countries still continues today, its characteristics have changed from former mass to the more selective migration of highly skilled persons. The entry of skilled professionals continues to contribute to the development of host countries, benefiting in particular such sectors as information and communication technologies.

Mass migration was also beneficial from the perspective of sending countries as it helped to alleviate the problem of unemployment during the period of vulnerability and economic

difficulties many of the source countries faced after World War II, while the opportunity to work abroad also helped to improve the well-being of migrants' families through remittances, or family reunification schemes. However, the subsequent shift from mass to selective migration again had a negative effect on the countries of origin.

Selective migration schemes penalize source countries in two important ways. First of all, as long as push factors that drive migration persist, notably large income and welfare differentials between developed and developing countries, source countries have to deploy considerable human and material resources to control clandestine immigration. The associated issues of return and readmission of irregular migrants place an additional burden on the budgets of countries of origin. Second, selective emigration entails the loss of skilled individuals who are essential to their countries' economic and social development. Brain drain is a cause of serious concern as it represents an unacceptable transfer of human capital from home to host countries. For instance, it is estimated that between 1992 and 1996, 3,000 individuals trained in information technology left Algeria, which is the equivalent of ten years of graduates trained in the country's universities and a loss of almost 40 billion US dollars, in addition to the loss of the potential contribution of the expatriates to local progress.

As the loss of skilled workers undermines the development potential of the countries of origin, it is essential to establish effective policies to counteract the negative effects of brain drain and to promote brain circulation, to allow both home and host countries to benefit from migration through knowledge and skills transfers.

Another issue of growing interest in the context of migration and development is that of remittances, i.e. the funds transferred by migrants abroad to their families at home. Approximately 83 billion US dollars were transferred by expatriates to their countries of origin in 2004, three times more than in 1990. Remittances represent a major contribution to the development of source countries. However, it should be borne in mind that remittances are private funds that should not divert foreign direct investment or other monetary commitments. The development effects of remittances vary and depend on the migration management policies in place. In this respect reference should be made to the policy recommendations for maximizing the positive impact of remittances suggested by the IOM, which include: the promotion of official channels for the transfer of remittance; the reduction of transfer costs and the channelling of such funds into development schemes.

Migration has the potential to make a significant contribution to development. However, coordination and cooperation between host and source countries are required to establish the most appropriate and effective policies to increase the positive impacts of migration for all concerned. Policies to foster synergies between migration and development in the same country are of equal importance. Successful development policies, such as investment projects, improved health services, education and the promotion of local projects, would not only help to alleviate poverty, unemployment and related social instability in the developing countries, but would also lower incentives for massive emigration flows. Development efforts in countries of origin would have the additional positive effect of curbing irregular and undesired migration flows towards industrialized countries and related problems.

With these objectives in mind, the Republic of Tunisia presented a proposal to establish a wide solidarity fund, which was unanimously approved by the UN General Assembly in 2002.<sup>1</sup> The aim of the fund is to provide assistance regarding basic living conditions,

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<sup>1</sup> Based on a successful national experience, the President of the Republic of Tunisia, Zine El Abidine Ben Ali, called in August 1999 for the creation of a World Solidarity Fund to support international efforts aimed at eradicating poverty; on 20 December 2002, the 57th UN General Assembly adopted Resolution A/RES 57/265 on the effective and immediate implementation of the World Solidarity Fund.



subsistence and development in the wider sense of the word to local populations, thus offering them a true alternative to remain in their home country.

Migration is a global phenomenon and cannot be dealt with unilaterally. It is in the interest of all countries to work together in a spirit of solidarity to address existing migration and development challenges, and to formulate effective migration management policies able to contribute to the development of both home and host countries. Regional and international organizations have an important role to play in building and supporting the constructive and mutually beneficial partnerships between different stakeholders.

#### **MIGRATION POLICY PERSPECTIVE**

**Bart von Bartheld**, Director, Movement of Persons, Migration & Alien Affairs, Ministry of Foreign Affairs, The Netherlands

The government of the Netherlands is still in an exploratory phase regarding the issue of coherence between migration and development, making the initiative of the current intersessional workshop, organized by IOM and the Department for International Development, especially welcome at this stage.

This presentation will give an account of the efforts undertaken in the Netherlands to bring about some degree of coherence between migration and development policies. More broadly, the current view on migration in the Netherlands as well as developments in society that have led to the adoption of this perspective will be presented.

Throughout the ages, many immigrants, whether economic migrants or refugees, have come to the Netherlands. Recently, however, the numbers of asylum seekers, family reunions and illegal immigrants have risen sharply. As a result, within the scope of one generation the proportion of persons of non-European descent has risen dramatically, and currently represents 10 per cent of the population. Many new arrivals were poorly integrated into Dutch society and new problems emerged: *de facto* segregation, social problems, tensions and security-related challenges. As the situation became untenable, reforms had to be introduced.

The government responded by adopting a tougher approach to immigration, while emphasizing the need to better integrate migrants into the society. As a result, the rules governing asylum and family reunification have been applied more stringently: only bona fide asylum seekers and family members are allowed to remain in the country. In other cases, potential migrants are either not admitted into the country or the policy of voluntary or involuntary return is applied.

Migrants allowed to remain in the country are expected to assume responsibility for their integration into the society, which, for instance, includes the requirement to learn the Dutch language. Overall, current asylum policies in the Netherlands correspond to high international standards and are in compliance with the most far-reaching international obligations. Similarly, all asylum procedures are predictable, reliable, subject to judicial review and based on the respect for the human rights of every individual, regardless of the person's origins. The aim is to maintain a balance of emphasis on controlling migration in accordance with the absorptive capacity of Dutch society, with a view to preventing the abuse of the system and illegal migration, while offering protection to all those who genuinely need it.

Traditionally, Dutch foreign policy has focused on issues such as human rights, peacekeeping and development cooperation. However, the above-mentioned social changes in Dutch society, and the associated need to improve migration management, created increasing pressure to include migration issues into the framework of foreign and development policy. Today, migration is an integral part of Dutch foreign policy.

The need to establish policy coherence between migration and development emerged during the process of searching for a fundamental, long-term strategy to regulate migration. The ministries for development cooperation, and immigration and integration, in consultation with representatives from the academic world and civil society, including development and migrant organizations, have set out to explore the various connections between migration and development with the aim of identifying ways in which the two policy areas can be mutually reinforcing.

After over a year of active cooperation, and despite difficulties in reconciling different perspectives regarding the relationship between migration and development, a synthesis in the form of a broad-based policy document entitled “Development and Migration” was arrived at. It was concluded that there was sufficient scope to enhance the coherence between migration and development policies in the Netherlands and the following initiatives to achieve this objective were outlined: capacity building in the field of migration, protection in the region, return, and circular migration.

In the area of capacity building for migration management, the possibility of its integration into existing bilateral programmes and policies for good governance will be examined. Such incorporation has the potential to promote synergies between migration policy and development cooperation.

As regards protection in the region, it should be noted that this issue became a European priority under the Netherlands EU Council presidency. This initiative aims at improving refugee protection in regions of origin and will also allow the sharing of both the burden and the responsibility of providing security to the refugees. This scheme can have an additional benefit of preventing irregular secondary migration. It should be recognized that protection capacity can only be effectively enhanced in partnership with countries neighbouring refugee source countries, and in close cooperation with UNHCR.

On the national level, the Dutch parliament allocated additional funds to UNHCR for investing in regional refugee protection schemes. These funds were subsequently directed towards programmes aimed at developing policy and legislation to improve the status of refugees and the process of refugee registration in Ghana, Kenya, Tanzania and Yemen. It is hoped that new initiatives and closer international cooperation between destination and countries of first asylum will develop.

Effective return of illegal migrants is essential for the integrity of and public support for the asylum system and migration policy in general, and remains a high priority for the Netherlands. It is therefore considered important for the Netherlands to conclude readmission agreements with countries of origin and transit on a bilateral, Benelux or EU-wide basis.

A related issue is that of assisted voluntary return. Success in this field depends to a large extent on appropriate training, preparation and financial support – areas in which IOM plays an important and much appreciated role. The IOM programme ‘Return of Qualified Afghans’, which the Netherlands has supported financially, is a case in point.

The final initiative identified as offering opportunities for forming synergies between migration and development is circular migration. Circular migration is one of the areas where the interests of individual migrants, host and home societies coincide: it allows developed countries to fill temporary job openings, migrants to earn an income and to acquire skills, and home countries to benefit from skills and knowledge transfers. One noteworthy programme in this area is Migration for Development in Africa (or MIDA), in which the IOM and the Netherlands embassy in Ghana are closely cooperating. The programme aims to promote brain gain in Africa by encouraging circular migration between the Netherlands and Ghana, especially of medical personnel.

However, circular migration can only become a viable option if there are effective ways of ensuring the return of temporary migrants. One important aspect is the need to develop a legal framework for temporary labour migration. The negotiations in the context of the General Agreement on Trade in Services (GATS) on the temporary movement of natural persons may be a useful opportunity to regulate and enhance migration of this kind.

In the future, reduction of the push factors driving migration, such as conflict, poverty, stagnating economic development and human rights violations, will remain the main priority of the Dutch government in the field of migration and development. The four initiatives described above form specific points of contact where effective policy can lead to synergies between migration and development, thus contributing to the achievement of these goals. However, to ensure success in this area requires international cooperation. The Netherlands will continue to search for solutions in collaboration with partners such as IOM and UNHCR, and representatives from civil society and migrant organizations. The Dutch government intends to remain active internationally, within the UN, in the Global Commission on International Migration, as a donor to the UNHCR, and in the EU. The current conference is a valuable step towards strengthening mutual understanding and improving policy coherence between migration and development.

## **GENERAL DISCUSSION**

In the course of the discussion, the attention of the participants was drawn to the issue of irregular migration. It was argued that unclear visa procedures as well as disrespectful and, in some cases, degrading treatment of applicants from developing countries at the consulates of the developed countries encouraged the continued use of irregular migration routes. The participants agreed that clear admission procedures were indeed important to facilitate regular migration. At the same time, it was pointed out that, while inadequate treatment of persons at the consulates was unacceptable, it did not justify the use of irregular migration routes; the final decision of the consulates regarding visa applications has to be respected. In general, irregular migration was identified as a major challenge for both countries of origin and of destination, which could only be effectively addressed through cooperation.

South-south migration was also raised during the discussion, i.e. migration flows among developing countries, such as, for example, from sub-Saharan to North African countries. The participants were reminded of the many challenges faced, in particular, by African countries which form the backdrop for south-south migration, such as widespread poverty, lack of or access to basic health care or drinking water, conflicts, difficult economic conditions and government debts. Many African countries are faced with new burdens as a result of south-south migration flows, as they lack the necessary resources to receive and accommodate migrant populations. It was suggested that more efforts should be directed towards supporting and assisting traditional sending countries which have also become a point of destination for migrants and that are struggling to cope with the undesired consequences of immigration.

The relative benefits of migration for source and host countries were also discussed. It was suggested that by recruiting skilled professionals educated abroad instead of investing in their own nationals, receiving countries reaped the most benefit from migration in terms of development. More generally, it was noted that countries of origin and destination had different and sometimes conflicting interests with respect to migration.

In response, it was pointed out that the distribution of benefits and costs between home and host countries varied depending on the particular case. Furthermore, it was argued that although home and host countries often had different perspectives on migration, they also shared some common ground. In this context, reference was made to such areas as capacity building, regional protection, returns and circular migration. The participants were reminded that the purpose of the conference was to identify common interests of home and host

countries and, by advancing cooperation and policy –coherence, to move towards a more balanced situation for the benefit of all concerned.

The need to achieve policy coherence between migration and development not only within countries but also internationally was emphasized. A participant referred to the considerable difficulties faced by migration officials in alerting other agencies, in particular ministries of planning and finance, to the significance of migration-related issues and the need to establish linkages between migration and development.

Similar comments were made regarding capacity building efforts. The participants were informed that capacity building represented an acute problem for practitioners and government officials alike. As migration and development programmes covered a broad range of issues and fell within the competence of different ministries and government bodies, to ensure the necessary coherence between their respective activities regarding capacity building was not easy. It was noted that whenever various actors operated in a particular area, it was essential to establish open information exchange, improved inter-ministerial coordination and joint implementation of policies and programmes at the national level. The “Development and Migration”<sup>2</sup> policy document, developed by two ministries and adopted as official policy in the Netherlands, was presented as a successful example of coherence building between various government agencies.

Finally, several speakers raised the question of the appropriate policy level in the area of migration and development: should policy be formulated at the bilateral, regional or multilateral level? It was generally agreed that responses to the challenges of migration and development should be sought at different levels in accordance with the issues involved. At the same time the importance to differentiate between objectives attainable at different levels was also underlined. It was suggested that on the global level the aim should be to create a political disposition and momentum - the best means for which in the context of migration and development was to focus on the Millennium Development Goals. Although all MDGs contained migration implications, none of them explicitly mentions the movement of people. The challenge, therefore, is to find such implicit links and references. At the regional level, the focus should be on capacity building. Such a two-tier strategy would equip governments with the political direction and will on the one hand and, on the other, with the ability to address various challenges related to migration and development issues.

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<sup>2</sup> For further information on this document, refer to the presentation of Bart von Bartheld.

## MIGRATION AND THE MILLENNIUM DEVELOPMENT GOALS

*International migration, despite its growing scope and magnitude, does not feature prominently in the original framework of the MDGs, although both the migration and development communities have become increasingly aware of the close relationship between international migration and development, as also increasingly reflected in official UN documents and reports on the MDGs. A simple causal relationship between migration and the achievement of the MDGs is clearly not possible, since migration can have a direct and positive influence on the achievement of the MDGs, but can equally constitute a challenge that needs to be addressed in order to move closer towards the attainment of these Goals. An example would be the MDG concerning the eradication of extreme poverty and hunger (Goal one). Migration can either cause or alleviate poverty; however, empirical evidence demonstrates that an increase in international migration can be positively correlated with a decline of people living in poverty. How then, could migration be instrumental in achieving the targets set by the MDGs?*

### EXPERT ON DEVELOPMENT

**Marc Keller**, Consultant, UNDP

This session is devoted to the discussion of the links between migration and the achievement of the Millennium Development Goals. Exploring the effect of remittances on development in general, and on achieving the MDGs in particular, is essential to understand this relationship.

Remittances are the portion of migrant workers' earnings sent back to their country of origin, either as person-to-person transfers, or as hometown association and migrant group donations. Currently, approximately 150 billion US dollars are remitted globally, of which some 80 billion transit through formal channels, while the rest is transferred via informal means. As a result of increasing migration flows, as well as improved financial transfer mechanisms, the volume of remittances has grown at an estimated annual rate of 5 to 15 per cent, depending on the corridor (geographic sender-receiver connection). The frequency of remittance transfers is generally between eight to ten times per year and the average amount sent is approximately 280 US dollars per transaction. However, there is great variation between transfers made to different countries of origin. The largest amounts are remitted to South Asia, India and Pakistan, followed by Latin America and the Caribbean, while remittances to Africa tend to be lower.

Remittances represent a stable and important flow of income to countries of origin. For many of the less developed countries remittances constitute a large proportion of their GDP and represent a major contribution to the stability of the local economies and currencies.

Remittances can be either formal or informal. The former are transactions made through official means, such as banks or money transfer agencies, including card payments, checks and money orders, while informal remittances are funds sent through unofficial channels, such as mailing cash or using private money couriers or centuries-old networks such as the *Hawala* or *Padala* systems. The channel for sending remittances depends on a number of factors such as the availability of and access to banking and other financial institutions, and the speed, efficiency and security of the system. Out of the world population of 6.3 billion, only one billion have full access to financial services; 2.5 billion are underserved and often do not have the opportunities to save, invest or transfer money through formal channels, and 2.8 billion fall into the category of the poorest and do not have access to the financial services sector. As most receivers of remittances are in the middle group, nearly 50 per cent of all remittances are informal.

Currently, however, there is a shift from informal to formal channels of remittance transfers owing, first of all, to the development of financial services, accompanied by growing opportunities for formal transfers and, second, to the extensive efforts directed at moving from the informal to formal network within the framework of anti-money laundering and counter-terrorism financial regulations. This shift offers an opportunity to improve the

process and reduce the cost of sending remittances. The fees for transferring money that can represent as much as 20-25 per cent of the total amount sent, can represent a significant cost to immigrants, their families and the developing country of origin. Thus, reducing the transfer costs of remittances is an important aspect of increasing the development impact of migration.

In recent years, certain transfer channels registered high numbers of new market entrants. In addition, new technologies (enabling the internet, debit cards, RFID tags, mobile phones, etc. to send money) have increased the competition in certain corridors and dramatically lowered the cost of money transfer. However, this is not enough, as many neglected corridors involving excessive fees persist, together with a dearth of alternative financial services, such as micro-savings, micro-credit, and micro-insurance, which are necessary if remittances are to make an effective contribution towards achieving the MDGs and sustainable development.

Remittances can contribute to the achievement of the MDGs in a variety of ways. First of all, remittances have been shown to be directly linked to reducing poverty, with over 60 per cent of the money sent by migrants to the country of origin spent on food, shelter and clothing. Remittances help to combat poverty outside the context of aid and as such contribute to empowerment and self-sustainability. It is a means for people to help themselves and their communities which, in turn, enhances the self-image on both sides of the migration corridor.

Research indicates that remittances have a positive impact on the attainment of the universal primary education goal. Studies demonstrate that children of migrants who send money to their families stay in school longer, as they do not need to start working or beg to earn a living for themselves and their families.

Remittances can also be seen as contributing to the empowerment of women: over 65 per cent of those receiving remittances are women. Therefore, in most cases it is women who decide how these vital funds are spent.

Between 15 to 20 per cent of remittances are spent on medicines and to pay for medical help as the need arises. Consequently, funds sent home by migrants play an important role in improving the health of their family members and combating disease in local communities.

However, more research is needed to better understand the role of remittances in relation to development and the means to maximize their positive development effect. In particular, it is important to gain deeper knowledge of the decision-making mechanism regarding money transfers in both sending and receiving countries. It is also necessary to conduct further studies into the allocation of remittances by the recipients as regards expenditure and savings patterns. Information sharing as an integral part of south-south, north-south cooperation and triangular cooperation, between origin and destination countries, especially concerning best practices, can be highly beneficial.

The UNDP wishes to offer a south-south platform and modality as well as act as a general resource for information on remittances. It already provides information on this to governments, development banks and NGOs. UNDP's Special Unit for South-South Cooperation has a particular focus on remittances and their effect on development. In this context, the Unit will launch a "remittances for the achievement of the MDGs" programme this year in collaboration with the Inter-American and Asian Development Banks.

#### **EXPERT ON MIGRATION**

**Ronald Skeldon**, Professorial Fellow, University of Sussex

The Millennium Development Goals (MDGs) have become the guiding principles of countries seeking to eradicate poverty and improve the welfare of people around the world. The Millennium Declaration, signed by 189 countries in September 2000, led to the adoption of the MDGs, which consist of eight goals with 18 specific targets aimed at achieving those

goals. Population movements are not included in any of the MDGs and do not feature directly or indirectly in the various targets that will be used to evaluate the progress made towards the achievement of the goals themselves.

However, this does not mean that migration is completely absent from the international community's development horizon: population flows are recognized as a significant force of global change. This being said, the exclusion of migration from the goals is nevertheless justified. Migration is one of the most complex of the population factors, and its relationship with development is both contested and highly variable. Therefore, the statement of clear goals and targets and their achievement in terms of which the MDGs are formulated, would be difficult as regards the movement of people. Those instances where the setting of targets might be viable, as, for example, to reduce the transaction costs of migrant remittances by 80 per cent by 2015, would not be of the same order and magnitude as the actual MDG targets that, for instance, aim at reducing maternal and child mortality, increasing basic education and reducing poverty.

Yet, it is essential that governments and the international community recognize the fact that migration is inextricably interconnected with the achievement of the MDGs. Every MDG has a linkage, direct or indirect, with migration. Today, however, the particular focus will be on identifying the connections between migration and four of the MDGs: to eradicate poverty (Goal one); to achieve universal primary education (Goal two); to combat HIV/AIDS, malaria and other diseases (Goal six) and to achieve environmental sustainability (Goal seven).

In respect of the first goal, reference should be made to remittances, the significance of which in poverty reduction has been recognized. For instance, Indian researchers at the Centre for Development Studies at Trivandrum in the southern Indian state of Kerala, estimated the remittance income in the year 1999-2000 at over three billion US dollars, or 23 per cent of Kerala's domestic product, and 113 per cent of government expenditure. Emigration, primarily to Middle Eastern countries, brought about a drop in the natural population growth rate, lowered the level of unemployment and, perhaps most importantly, reduced the incidence of poverty by 12 per cent.

However, remittances are no panacea for all poverty-related ills. Relatively few people from among any population migrate across international borders and those that do tend to be from a limited number of areas of origin in any country. Therefore, international migration is unlikely to be the decisive factor in the eradication of poverty at the national level. The majority of those who move do so internally. Thus, in analysing the relation between migration and poverty, the emphasis should be on internal population movements, which implies linkages between rural and urban sectors. Such a focus is particularly important as poverty throughout most of the developing world is still primarily concentrated in the rural sector. Thus, any target to halve between 1990 and 2015, the proportion of people earning less than one US dollar a day, or of those who suffer from hunger, implies some change in the nature of the urban-rural relationship and is likely to involve a redistribution of the population towards urban areas.

In this respect, target 11, one of the three targets to achieve environmental sustainability (Goal 7), has to be considered. Target 11 proposes a significant improvement by 2020 in the lives of 100 million urban slum dwellers. It can be expected that such an improvement will encourage further migration from rural to urban areas.

Research has demonstrated that migration from rural to urban areas is not always permanent: there is considerable circulation between these sectors as rural people incorporate opportunities in urban areas into a portfolio of activities that help to create a more diverse and risk-averse livelihood strategy. However, rural-to-urban population movements, some short term, others more long term, should be recognized as an integral part of any concerted attempt to reduce poverty, and policy makers need to plan accordingly.

It is important to bear in mind, however, that migration cannot be viewed as an instrument with which to improve the welfare, of the poor, as its effects cannot be separated from the economic, political and social factors that give rise to it in the first place. Migration is one of the responses to available opportunities, and can therefore be seen as a consequence of development programmes such as those the MDGs are aiming to establish.

Improving the level of education is one of the factors, which, by enhancing such opportunities, is likely to contribute to migration. Goal 2, that by 2015 children everywhere will be able to complete a full course of primary education, will almost certainly lead, directly and indirectly, to higher levels of population movements. In many cases, daily and weekly commuting will be required to take the children to school. More important, the indirect effects of the successful achievement of this MDG, that of raising aspirations and expectations, would lead to an acceleration and increase of migration flows to nearby towns, cities and even abroad.

In addition to the aspects of migration discussed above and which are widely considered as having a positive impact on the process of development, there is also a negative side to population movements. One of the issues often raised in this context relates to combating HIV/AIDS, malaria and other diseases (Goal 6). It is known that highly mobile groups, such as truck drivers and commercial sex workers, are instrumental in the diffusion of HIV. Of course, it must be recognized that it is not the movement of people as such that leads to the spread of HIV, but the high-risk behaviour of some migrants along the route. Hence, to restrict population movements is unlikely to achieve positive results. Instead, the emphasis must be on behavioural change. Unfortunately, migrants themselves, and particularly contract workers, are often believed to be key vectors in the spread of the disease. There is little empirical evidence to suggest that migrants in general, as distinct from a few particular high-risk groups who engage in frequent short-term movements, have a higher prevalence of HIV than the populations from which they originate.

In conclusion, it is important to consider the MDGs in the context of migration in order to understand the potential impact of the policies implemented to achieve the Millennium Development Goals in regard to the movement of people. Thus, there is a need to include migration impact statements in the targets of the MDGs.

Given the fear, both nationally and internationally, that migration often engenders, the temptation to raise barriers and to attempt to slow or even reverse population flows will always exist. Such temptations must be resisted at all cost as it seems likely that policies that accept wider population mobility will contribute more to the achievement of the MDGs, while attempts to limit migration, whether internal or international, will act to slow progress in this area. From this perspective, migration is an integral component of the MDGs and their attainment.

#### **DISCUSSANT**

**Hans Timmer**, Manager, Global Trends Team, DEC Prospects Group, World Bank

Awareness of the significance of the link between migration and development is growing in all parts of the world, and the World Bank is no exception, as borne out by the increasing number of research papers that address migration and remittances. There is also growing interest from the operational side with a variety of practical issues and policy directions being discussed. The World Bank has launched a research programme geared towards migration and, in the autumn, the “Global Economic Prospects”, a publication devoted to migration and remittances, will be issued. The work on migration at the World Bank is focused on remittances, as this is one of the clearest subjects in terms of policy recommendations on the migration agenda.



Generally, the migration agenda is highly complex: there are numerous opportunities and challenges related to the movement of people, which vary between regions and take different forms depending on the perspective taken. For instance, for migrants and their families the main benefits of migration are the earnings gained from work abroad and increased security of income achieved through labour-market diversification; while the problems faced are the lack of information, uncertainties related to migration, and disruption of family life. From the perspective of home countries, the positive impact of migration is in the form of remittances and the transfer of skills, but there is also an associated risk of brain drain when skilled workers do not return. In the destination countries, migration contributes to the human capital and helps to solve problems of labour shortages; but, at the same time, the inflow of migrants creates social pressures, which can threaten social cohesion. From a global perspective, however, migration is a predominantly beneficial process.

It is particularly interesting to explore the link between migration and globalization in the context of development. Globalization has been very successful in opening markets for goods and capital. This process has been highly beneficial for developing countries, whose economies have grown at the rate of over six per cent during 2004 and are on an accelerating growth path. Such growth considerably exceeds that of the high-income countries. All regions in the world, and 80 per cent of individual countries, are currently growing faster than in the 1990s. Globalization conferred numerous benefits not only by enabling the more efficient use of resources, but also by bringing about the spread of technology and development through more effective policies. From a global standpoint, migration can be seen as a similar force. Opening up labour markets will enable the more efficient use of resources and enhance the spread of technology.

Growth brought about by globalization has contributed to the progress towards achieving the MDGs, especially those aimed at poverty reduction. There is an evident positive link between remittances and the MDGs, as well as between the MDGs and domestic migration - development would necessarily entail the movement of people from agricultural to urban areas. However, the relationship between international migration and development is more ambiguous.

Regarding the connection between international migration and the MDGs it might be useful to consider the type of people who choose to migrate in relation to the obstacles to the achievement of the MDGs. For example, a distinction can be made between the goal to eradicate poverty and goals that depend on services availability – MDGs addressing education and health issues. The goal to reduce poverty in the world by half compared to 1990 has already been reached in East Asia. Almost all other regions are likely to achieve this objective by 2015, with the exception of sub-Saharan Africa, which is not on track to attaining this goal even according to the most optimistic projections. However, even in the regions with high economic growth rates, education and health MDGs present a great challenge because of a lack of relevant specialists, often as a result of emigration to developed countries. Consequently, there is a tension between developing the service infrastructure needed for the achievement of some MDGs, and the migration of skilled workers from South to North.

Thus, although international migration is certainly a development issue, it is not clear whether it should also be considered a development strategy, and promoted as such.

## GENERAL DISCUSSION

The general lack of information on migration-related issues, and on remittances in particular, was highlighted. Participants were informed that the World Bank, in cooperation with DIFID, is organizing household surveys, into which questions on the use of remittances and some other migration-related issues were incorporated. However, to obtain comprehensive information remains a challenge.

In this context, clarification was requested regarding the source of data used by UNDP, specifically concerning the formal flow of remittance transfers and the spending patterns of individual households.

In response, it was explained that the Inter-American Development Bank was currently the best source of data on remittances. In addition, some research had recently been carried out by the Asian Development Bank focusing on Southeast Asia, as well as occasional studies from universities and central banks, as well as publications by survey companies.

The best estimates for the formal flow of remittances were said to be provided by the Inter-American Development Bank based on its studies of the world “gap-filler” numbers: gaps in international accounting as far as official development aid (ODA) and foreign direct investment (FDI) were concerned, were termed as remittances. The existing estimate for the overall flow of remittances, 150 billion US dollars, is based on a combination of private sector figures, banks, development banks and a number of universities. However, current measures of remittances are incomplete.

In relation to household spending patterns, the participants were informed that approximately 85 per cent of the money received by the families of migrants is spent on subsistence living and the remaining 15 per cent went towards savings and investment. At the moment, opportunities to allocate excess remittances in a way which would allow to achieve growth were lacking. Therefore, establishing investment schemes into which excess remittances could be channelled was one of the most promising areas in terms of maximizing the development impact of remittances. In that context, there was a clear link to micro-credit and micro-finance.

Continuing the discussion on remittances, one of the experts noted that although there were definite links between funds transferred by migrants and the MDGs, the number of international migrants, most of whom come from highly focused areas of the country, was relatively small. Consequently, remittances by international migrants were sent back to certain areas only and thus had a positive developmental effect on a local rather than national level. Generally, remittances from internal migration had a more significant impact.

It was also pointed out that although the discussion was largely limited to the financial impact of remittances, it was important to bear in mind the large non-financial transfers involving the transfer of knowledge and technology.

Finally, the question of whether migration should be promoted as a means of achieving the MDGs was raised. One expert noted that the answer to this question depended on the particular context: in some countries, support for international migration has been a successful strategy for development. Nevertheless, international migration should not be promoted indiscriminately as a means of attaining the development goals. At the same time, a bias to limit international and national migration will almost certainly act against the achievement of the MDGs. It was remarked that this issue was linked to the earlier discussion on the possibility of finding universal solutions to achieve development.

**BREAK-OUT GROUP:**

*Can migration be used as a tool towards poverty reduction? What impact can migration have on poverty reduction? How can maximum benefit be derived from migration to reduce poverty?*

Previous presentations emphasized the importance of the connection between migration and poverty reduction, but also revealed the weaknesses of this link in existing government policies. The main objective of the break-out group session was to further explore this subject in an atmosphere of free exchange of views and experiences among the participants, in order to shed light on the efforts made by different governments to strengthen the connection between migration and development; to examine existing policies aiming to harness the benefits of migration for development, and minimize its potential negative impacts, and to develop ideas for best practices in this area. The aim of the break-out group was to highlight the diversity of approaches to migration management in relation to poverty reduction, rather than to arrive at an overall conclusion. In order to create a comprehensive picture of the various perspectives on migration and poverty reduction, broad definitions of both concepts were used - the notion of migration encompassed immigration and emigration, as well as the internal movements of people, while poverty was understood not only as low income, but also in terms of all other dimensions captured in the MDGs.

**Poverty Reduction**

Participants agreed that migration can be used as a tool to reduce poverty. Indeed, with the exception of migration for the purpose of family reunification, or as a result of displacement, the movement of people is usually a livelihood strategy with economic motivations. Thus, at the individual level, there was a direct positive correlation between migration and the quality of life of migrants and their families.

However, doubt was expressed as regards the ability of migration to reduce real poverty. It was noted that to move abroad required considerable resources; therefore it is not the poorest who migrate. One of the participants argued that to ensure that migration contributed to the alleviation of real poverty and helped the most vulnerable, it was important to provide financial support to the poorest who wished to find employment abroad. Such assistance could be offered in the form of zero or low-interest loans, for example.

Although the idea of supporting the poor wishing to migrate was widely approved, it was also remarked that those who cannot afford to take part in international migration, often participate in internal or regional migration. The significance of internal and regional migration as a livelihood strategy for the poorest was recognized.

Several participants expressed particular interest in the issue of internal migration. The need to explore ways to facilitate the movement of people within countries, either within rural areas or between rural and urban centres, was underlined. It was observed that even though internal migration includes many of the same issues as international mobility, in particular remittance transfers, it also involved additional concerns. These include the ability of urban centres to meet the additional demand on housing, health and social services, education, and other infrastructural requirements.

Although participants acknowledged the positive relation between poverty reduction and migration at the individual level without extensive debate, the impact of migration at the collective or state level was considered to be more complex and led to an animated discussion. One of the participants argued that from the perspective of economic theory, labour mobility between countries with large wage differentials was the way to achieve the most efficient distribution of resources and therefore the best means to reduce poverty. It was pointed out, however, that while this argument was valid in theory, reality was much more complex and its understanding required taking into account diverse economic, social and political consequences of the movement of people for the host and home societies.

Several examples of the positive impact of migration on the reduction of poverty in countries of origin were given. For instance, participants were informed that in Burkina Faso, where one third of the population resides abroad, the effect of migration on poverty reduction is manifest in the positive correlation between the regional differentiation in the levels of development, and the proportion of the population working abroad. However, it was also argued that migration often did not produce a sustainable developmental impact on source countries, but created economies entirely dependent on the contributions of diasporas. Moreover, in those instances where predominantly skilled people left the country, migration can have a detrimental effect on its development.

One of the participants expressed general doubt regarding the contribution of migration to poverty alleviation at the macroeconomic level. In particular, the question of causality was raised: it was pointed out that as destination rather than source countries usually prospered, it was not clear whether immigrants are attracted by the wealth of a host country or rather represented a source of that country's prosperity. To illustrate this point, Germany's economic development in the 1950s was referred to, which would not have been possible without immigrants.

In reply, it was noted that although immigration can act as a catalyst for development, as was the case in the Bahamas for example, it also put great strain on the social system of the host country. In this context the issue of south-south migration was again raised. Many southern states that experience the inflow of migrants and refugees from neighbouring countries find it a considerable burden to provide shelter, medical services and education for the newcomers. It was argued that countries such as Côte d'Ivoire, Kenya or Egypt, which host a great number of refugees or migrants, required international support to be able to continue to accommodate and provide social and humanitarian services for the immigrants. The situation in such lower-income countries of destination is exacerbated by the fact that many immigrants either do not have the skills necessary to enable them to take part in productive activities and thus do not contribute to the development of the country, or tend to participate in the informal sector of the economy instead.

Nevertheless, it was agreed that south-south migration could be constructive for host countries: refugees can engage in productive work, for instance in agriculture, as is the case in Côte d'Ivoire and Angola. Furthermore, qualified migrants from southern countries are much cheaper to use as consultants compared to specialists with similar skills from the north. The issue of skilled labour migration was repeatedly brought up during the discussions and the potential conflict of interests in this area between host and home societies was pointed out.

General consensus was reached that both source and destination countries could gain from migration in terms of development, but that in order to maximize the positive impact of the movement of people and to avoid its negative effects, it was important to balance the interests of migrants and of host and home societies, and to ensure that the movement of people was well managed. Within this framework, the necessity of cooperation between countries of origin and destination was again underlined.<sup>3</sup> Participants agreed that where the interests of migrants and the countries of origin and of destination were met, for instance when there were absolute or relative labour shortages in the host countries and a surplus in the home countries, migration should be facilitated. The need to ensure the integrity of the migration process, and to promote a positive image of migration as a driving force for development, was also emphasized.

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<sup>3</sup> The subject of cooperation between sending and receiving countries is discussed further in the next session, "Partnerships in Migration and Development".

## **Gender**

Gender was another issue raised during the discussions. It was reiterated that the number of women participating in migration had increased to nearly 50 per cent of all migration flows. As women are important agents of change and development, and gender equality and women's rights are essential for achieving the MDGs, it was argued that gender specific recommendations should be made in relation to migration and poverty reduction, with particular emphasis on the need to provide additional support and protection to families of female migrants.

## **Remittances**

The next part of the discussion was devoted to the second and the third questions presented to the workshops concerning the impact of migration on poverty reduction, and the means to maximize such positive effects, was largely dominated by the subject of remittances.

The significance of remittances, as a large, consistent and counter-cyclical contribution to GDP and foreign exchange reserves of countries of origin was reiterated. The experts again emphasized the need to improve baseline data collection as the volume of remittances continued to be grossly underestimated, and to enhance remittance services for migrants in terms of cost and accessibility. The cause of high transaction costs was presented as stemming mainly from the inefficiency of transfer systems that sometimes involved several different agents along the way, rather than the high profits margins generated by the private sector in such transactions. The need to improve the transfer procedures and the necessary cooperation between sending and destination countries of remittances was again emphasized.

The issue of maximizing the positive impact of remittances by channelling these funds towards development programmes was discussed at length. It was again noted that remittances were spent primarily on consumption, which, while having a positive effect on the welfare of the receiving families, did little to generate long-term development effects at the national or regional level. Any savings from remittances were typically invested in real estate and land. Although such investments had a positive economic effect, for instance on the construction sector, it was argued that a broader and longer-term impact could be achieved if these funds were also directed towards other areas.

At the same time the private nature of remittances was repeatedly emphasized and governments cautioned against seeking to gain direct control over their use. Remittances should not be seen as substitutes for national development budgets or international development assistance. Government efforts to enhance the impacts of remittances on poverty reduction should rather be based on the creation of appropriate incentives to motivate migrants to invest their funds in development-related activities. At this juncture, it was suggested that government policies should aim at mobilizing remittances in the broad sense of the term, which would include all financial flows associated with migration, such as investments and donations made by migrants.

## **Mobilizing financial resources of diasporas for poverty reduction**

Reference was made to high-yielding government bonds as one of the mechanisms effectively used in a number of countries of origin to attract overseas funds from migrants. India and Bangladesh were mentioned among the states which had succeeded in using government bonds to raise funds for development programmes. Some attention was also devoted to the discussion of the appropriate use of funds received through the issuance of high-yield bonds, with some participants advocating investments in industrialization projects, education and public sector construction and infrastructure development.

Encouraging migrants to establish small and medium-sized enterprises was another way to ensure that migrants' funds contributed to local economic growth. Moreover, by setting up their own business migrants can secure an income over the longer term, which is especially important once they decide to return. The linking of expatriate funds and local microcredit financing for business activities and the provision of business advice and consultations were identified as useful best practices in this area.

Other suggestions regarding fiscal incentives to be offered by governments to members of their diasporas included special tax reductions. For instance, in Ethiopia members of diasporas who wish to make an investment in the home country are offered the opportunity to open an account that is exempted from taxation for between two to eight years.

One expert pointed out that successful implementation of microcredit programmes and schemes aimed at encouraging migrants and their families to deposit savings with the formal banking system required improved access to local financial services. In general, having access to financial services was argued to be one of the important aspects of development, investing into which, unlike other areas such as health and education, produces a quick and controllable positive effect.

Ensuring the effective dissemination of information among members of diasporas and their families on available investment opportunities and incentives offered by their governments was identified as another necessary condition for the successful mobilization of expatriate resources.<sup>4</sup> Several examples of effective practices in this area were given, including information sectors for migrants established by the national bank of Egypt, and initiatives by the Bangladesh government to launch information campaigns through the electronic media and migrant associations to provide financial orientation to labour migrants. Cooperation between the government, migration associations and financial intermediaries was seen as essential to the effective promotion of investment schemes available for migrants.<sup>5</sup>

During the discussions on the mobilization of financial flows associated with migration for poverty reduction, several participants pointed to the importance of differentiating between diverse groups of migrants, and of developing different strategies for each category,<sup>6</sup> distinguishing, in particular, between rich and poor migrants. It was argued that the above-mentioned programmes, viz. government bonds, microcredit and tax privileges, benefited primarily a minority of wealthy migrants, such as Indian expatriates and overseas Chinese, who were often settlers rather than migrant workers. It was therefore suggested that home governments take the interests and needs of this particular group of migrants into account when designing various incentives to attract investments and increase savings from that source. It was acknowledged that the majority of migrants remitted relatively modest amounts that were generally spent wisely, and any attempts by the government to interfere with their use would be counter-productive.

It was generally agreed that the most important condition to encourage migrants to invest in their home country was a favourable economic climate with low inflation, macro-economic stability and openness for entrepreneurial activities, which should therefore figure prominently among official policy priorities in countries of origin.

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<sup>4</sup> Discussion of role of the media, including new technologies, in maintaining the link between migrants and governments can be found in the Break-out Group section of the session on "Approaches to encouraging the engagement of diaspora in the development of the country of origin – policies, effective practices and lessons learned".

<sup>5</sup> For further discussions on the role of partnerships in migration and development, see the next session, "Partnerships in Migration and Development".

<sup>6</sup> For further discussions on the categorization of diasporas, see *supra*, fn. 4.

Next it was observed that although financial flows, and remittances in particular, played an important role in poverty reduction, governments should not limit their activities to this aspect of migration. Moreover, it was suggested that there was the possibility of moral hazard associated with remittances: governments could become over reliant on funds remitted by migrants, neglect other important development factors and grow complacent in terms of their development policy.

### **Engaging non-financial resources of diasporas in poverty reduction**

General consensus emerged on the need to engage not only financial but also non-financial diasporic resources, and to include efforts to replace brain drain with brain circulation. It was reiterated that the loss of human capital could negatively affect different aspect of local development and that countervailing measures to limit brain drain were, therefore, a necessary element if migration was to be an effective tool for poverty reduction.

In that regard, some countries had recourse to a policy of “bonding”; for instance in Kenya a person must work for at least two years at home after completing his/her education or training before being able to leave to seek employment abroad. However, it was agreed that the most effective way to not only avoid brain drain but also to enable home countries to benefit from the experience and skills acquired by their expatriates while working abroad, was to facilitate their return, either permanent or temporary.

Temporary labour migration was mentioned as one way to both harness the advantages of workers’ mobility and avoid many problems caused by permanent migration, including brain drain. The attention of the participants was drawn to the need to facilitate the process of labour migration through cooperation between countries of origin and of destination,<sup>7</sup> and by providing orientation and support schemes to migrants. It was also pointed out that reintegration assistance and special programmes for returning migrants helped to ensure that their skills and experience are utilized to benefit the economy of the country of origin.

The development of programmes that encouraged the temporary return of qualified migrants was also mentioned as an efficient way to facilitate the transfer of knowledge and brain circulation. However, it was also noted that wages in developing countries were much lower than in industrialized countries, and that, although some members of diasporas might be willing to accept lower wages to support their home country, it was argued that the assistance of host countries and the international community was required to complement the wages of returning professionals in order to make temporary return programmes feasible.<sup>8</sup>

It was agreed that to encourage brain circulation it was helpful to allow members of diasporas to move freely between home and host countries. Dual citizenship introduced by a number of countries, e.g., the Dominican Republic, Mexico and Egypt, was one way to achieve this objective. Dual citizenship and the right to vote for expatriates also played an important role in fostering a sense of belonging among members of diasporas, which was important for their continuing engagement in the life and development of their home country. Some governments make special arrangements for migrants to encourage them to return or visit their home country. In Ethiopia, special travel documents allowing visa-free entry into the country are issued to foreign citizens of Ethiopian origin and their spouses. The government in Iran grants young Iranians born abroad and visiting the country for up to three months an exemption from military service.

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<sup>7</sup> For further discussion on partnerships between sending and receiving countries see the Break-out Group section of the next session, “Partnerships in Migration and Development”.

<sup>8</sup> For more details on this proposal see the presentation by Colette Metayer in the session on “Approaches to encourage the engagement of diasporas in development of the country of origin – policies, effective practices and lessons learned”.

Generally, the need to engage diasporas more actively in all aspects of local development was emphasized. Many governments were aware of this and have established special departments or agencies to address the needs of expatriates and to maintain contact with them. It was stressed that governments should view diasporas as partners rather than a resource, and seek to establish mutually beneficial relationships with migrant associations.

Throughout the discussion a variety of ways in which cooperation with migrant associations could assist governments to maximize the development impact of migration were mentioned, including maintaining ties with members of diasporas, helping governments to determine the most effective incentives to attract migrant investments, and devising and implementing various development programmes.<sup>9</sup> Examples included the involvement of Bangladeshi diaspora associations in working with family members of migrants and relating them to various income generating activities.

In conclusion, it was generally agreed that migration could not be a substitute for development policy. The benefits of migration will be maximized if certain preconditions are met, such as trade liberalization, foreign direct investment, peace and good governance, and economic and political stability. The importance of good will and international support for developing countries in creating such an enabling environment, essential for the eradication of poverty and to ensure sustainable development was emphasized.

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<sup>9</sup> More on different aspects of cooperation between governments and migrant associations in the sessions “Partnerships in Migration and Development” and “Approaches to encouraging the engagement of diasporas in the development of the country of origin – policies, effective practices and lessons learned”.



## PARTNERSHIPS IN MIGRATION AND DEVELOPMENT

*Working cooperatively to manage the benefits and risks of migration for development – effective practices and lessons learned. What role can partners play in facilitating, developing and implementing policy?*

### COUNTRY OF ORIGIN PERSPECTIVE

**Karunasena Hettiarachchi**, Chairman, Sri Lanka Bureau of Foreign Employment

Collaboration among the various stakeholders involved in migration and development policies is necessary to maximize the positive effects of migration and effectively address the related challenges.

As pointed out earlier, one of the key benefits of migration is its contribution to economic development and poverty alleviation. Sri Lankan migrant workers earn approximately 27.5 per cent of the country's foreign exchange. However, the positive economic impact of international mobility is not limited to the inflow of remittances; migration has created numerous business opportunities for the private sector and has become a big industry in Sri Lanka and other Asian countries of origin. Migration has therefore played a positive role in easing unemployment both through the emigration of workers and the creation of new jobs in the migration industry.

Between 82 and 85 per cent of Sri Lankan migrant workers are women, of whom the majority are employed as domestic workers in the Middle East. As a result, a number of serious problems arise, such as, in particular, personal harassment and a relatively high incidence of mortality. However, bilateral agreements concluded recently between Sri Lanka and several host countries have significantly contributed to reducing the instances of migrant worker harassment. Thus, partnerships between home and host countries are an important element in ensuring the protection of migrants.

Other challenges associated with migration in Sri Lanka are the breakdown of families, and related problems of child abuse and malnutrition. The government has developed and implemented a number of social programmes aimed at addressing these issues, and has taken regulatory measures to reduce malpractices related to migration.

However, creating a comprehensive migration management programme and finding effective solutions for migration and development concerns requires close coordination between different stakeholders in the area of migration and development, which in Sri Lanka include the government, the private sector, civil society and intergovernmental and non-governmental organizations. The first step in establishing a clear relationship and functional partnerships between different actors is to identify their role and functions.

As the migration and development nexus spans a variety of policy sectors, several agencies in the Sri Lankan government should be involved in the migration and development partnership. The ministries of labour relations and foreign employment, of foreign affairs, airport and aviation, and immigration and emigration are directly related to migration and development policies, while ministries of health, education and vocation training, and the statistics department can be regarded as indirect partners in this area. The main government functions are regulation and control. For instance, through the Foreign Employment Bureau, the government regulates labour migration. Recently, a decision has been taken to develop programmes aimed at encouraging the involvement of migrants residing permanently in industrialized countries.

Another important function of the government concerns capacity building of human capital, which involves the fostering of education and training activities as well as the development of health and social services.

The private sector is another key partner in the area of migration and development. In particular, recruitment agencies of both home and host countries have an important role to play in facilitating migration. Other private sector stakeholders that should be involved in partnerships to maximize the developmental impact of migration are travel, trade and training institutions, insurance companies and commercial banks.

International organizations such as IOM can contribute significantly to the strengthening of migration and development partnerships through its expertise in policy formulation and implementation, by supporting research activities, acting as a knowledge base and providing technical assistance in education and training.

Finally, the function of NGOs in fostering cooperation between diverse agents in migration and development is to monitor the participatory processes, social development and welfare provisions.

#### **PRIVATE SECTOR PERSPECTIVE**

**Loreto Soriano**, President and Chairman of the Board, LBS e-Recruitment Solutions Corp., The Philippines

Formal organized contract migration started in the Philippines with the enactment of the 1974 Labour Code in response to the surge of demand for Filipino workers in the Middle East. The Code sets out guidelines for recruitment, placement, licensing, dispute resolution and documentation of overseas Filipino workers.

This Code was originally envisaged as a temporary measure aimed at alleviating the unemployment problem in the Philippines, and to generate foreign exchange. In subsequent years, the Philippines experienced relatively high economic growth mainly as a result of remittances sent by its overseas workers. As a result, the Labour Code has become a permanent feature of the Philippine labour legislation.

However, participation by the private sector in contract migration was tenured. When the Code was first enacted, it contained a provision that private employment agencies would be phased out within four years of the Code's coming into force. Although the government amended the Labour Code in 1978 to allow wider participation of licensed private agencies in the recruitment and placement of Filipino workers in overseas jobs, the threat of government intervention has always remained.

The development of the system of policies and rules governing migration in the Philippines has been more intuitive and reactive rather than based on a rational and deliberate assessment of the objective reality and envisioned policy outcomes.

For instance, the Republic Act 8042, known as the Migrant Workers and Overseas Filipinos Act, was passed in 1995 in reaction to the hanging of a household worker in Singapore the year before. The Act, which governs all aspects of contract worker migration, contained many provisions that heavily tilted the balance against contract migration managers and has thus become a point of contention between the government and the private recruitment agencies. In particular, the private recruitment agencies consider the illegal recruitment provision of the Act to be unfair as it fails to distinguish between licensed and illegal recruiters and foresees the same penalties for violations.

Another provision of the Republic Act that causes concern to foreign employers and licensed recruitment agencies holds both agents jointly and severally liable for claims by a migrant worker arising from a worker-employer relationship. However, as labour legislation significantly differs between countries, this provision is neither realistic nor enforceable.

However, the most contentious aspect of the Migrant Workers and Overseas Filipinos Act is its deregulation and phasing out provisions, which include a five-year comprehensive deregulation plan on recruitment activities, and mandate the Department of Labour and Employment to phase out the regulatory functions of the Philippine Overseas Employment Administration by the year 2000.

Unfortunately, provisions aimed at rationalizing policies concerning the overseas recruitment industry have not been implemented and the state continues to play a strong regulatory role in the area of labour migration.

Such a highly regulated policy environment involves considerable risks from the private sector perspective and makes the management of contract worker migration a delicate balancing act. As a result, private recruitment agencies in the Philippines, which are responsible for generating 97 per cent of the total overseas jobs in the country, have been cautious in terms of business development. Moreover, over the last few years, the number of Filipino owned recruitment agencies has significantly decreased.

Nevertheless, the government and the private sector participation in migration management has evolved and reached maturity over the years. For example, the private sector is now represented in the policy-making bodies and welfare offices, such as the Philippine Overseas Employment Administration (POEA) and the Overseas Workers Welfare Administration (OWWA). The post of a cabinet-level presidential advisor on migrant workers' affairs has been created in the executive branch of the government. There are also a number of tripartite consultative bodies involved in migrant policy discussions, consisting of religious groups and non-governmental organizations.

Thirty years after the enactment of the Labour Code in 1974, contract migration has not led to sustainable growth and development in the Philippines. Although migration has improved the level of living of migrant workers and their families, creating a new middle class, the development pattern it has brought about is purely consumption-based.

One of the reasons for this state of affairs is the lack of deliberate efforts on the part of the government to create schemes to direct savings and remittances of migrant workers towards productive investments. In general, overseas employment is not promoted as a means to sustain economic growth and achieve national development.

Recently, the government has started to formulate a comprehensive reintegration plan which will enable returning migrant workers to utilize their savings, acquired skills and experience to start small and medium-sized enterprises and other profit-oriented activities. However, further reforms need to be introduced to create an enabling policy environment that would serve to harness the benefits of migration for the development of the country as a whole.

First of all, overseas contract migration should be recognized as a major sector of the economy and incorporated as such into government development planning. Migrant workers remit approximately 15 billion US dollars annually to the Philippines through formal and informal channels, while only between 200 and 500 million US dollars are spent to obtain jobs overseas.

Second, it is necessary to simplify rules, regulations and procedures for foreign employers, recruitment agencies and migrant workers in order to improve the competitiveness of the private sector on the global labour market. An essential element of this process is the full implementation of the deregulation policy in the overseas recruitment sector.

It is further important to devise programmes that would maximize the benefits of a wealth of experience, knowledge and technical skills acquired by migrant workers overseas. Returning

migrants should have the opportunity to be accredited as trainers or consultants in schools, government agencies or the private sector.

Promotion of entrepreneurship is another means to use the experience and expertise of returning migrants for the benefit of economic development of the country. As returning migrants are often unable to receive business loans to help them establish a business, liberalization of the access to financial capital is needed.

It is also essential to maximize the proportion of remittances channelled through the formal system. In this respect, the government should initiate efforts to restore the trust of migrant workers in the banking system, which can be achieved by lowering the cost of transfers and improving their speed and efficiency.

Finally, a new comprehensive law for migrant contract workers corresponding to modern economic and social realities and declaring labour migration a tool for development and poverty alleviation should be introduced. Sound and targeted policies coupled with political will are the key requirements for realizing the potential of migration for development.

#### **COUNTRY OF DESTINATION PERSPECTIVE**

**Hans-Werner Mundt**, Project Manager Migration and Development, German Development Cooperation

At present, migration and development partnerships were still very limited. So far, migration regimes were designed primarily on the basis of the needs and interests of host countries and, in some cases, of migrants. Thus, beneficial development impacts of the existing migration policies were incidental rather than the outcome of deliberate efforts to take development issues into consideration. The lack of coherence between migration and development policies was poignantly illustrated by the ongoing recruitment of health professionals from southern Africa, which directly undermined local efforts to combat the HIV/AIDS pandemic.

In an increasingly competitive environment, migration policies are likely to be even more determined by national economic considerations and interests. A multilateral approach is needed to find solutions to avoid competitive disadvantages. However, as the formulation of effective migration management policies on a multilateral level is not a realistic prospect for the foreseeable future, it is important to analyse and consider the value of partnerships as instruments for increasing the developmental effect of existing migration policies.

First of all, it is necessary to identify the key stakeholders in migration and development processes.

The most significant beneficial effects of migration derive from the activities of migrant communities. Diasporas provide a link between home and host countries and can be regarded as the central stakeholder.

One of the main challenges in involving diasporas in partnerships for development is the diversity of migrant communities: migrants are scattered not only geographically, but also politically, socially, professionally, ethnically etc. Diasporas also significantly differ in terms of their degree of organization. But whether migrants within diasporas are associated or closely connected through numerous clubs or initiatives, their capabilities in terms of their potential contribution to development objectives are difficult to assess.

In order to establish partnerships with migrant communities a careful analysis of the respective diasporas is required. Despite widespread discussions on cooperation with diasporas, no significant research has so far been devoted to this issue in Europe. The existing literature is insufficient to design a targeted cooperation programme as it focuses on the

problems of integration rather than on specific activities of diasporas in their respective countries of origin.

Once the structure of a migrant community is better understood, it is necessary to identify appropriate partners. The association of Egyptian businessmen in Frankfurt, Germany, or the "Egyptian House", an umbrella organization of Egyptian diasporas in Germany, are examples of partnerships that can be involved in development projects as representing the migrant community.

The German Agency for Technical Cooperation (GTZ) is planning to commission a mapping study of Afghan, Egyptian and Serbian diasporas in Germany. The objective of the study, which will be completed in November 2005, is to gather information necessary for developing cooperation between the GTZ and diaspora communities.

As the degree of organization in many diasporas is expected to be low, it is essential to devise instruments which would facilitate collaboration with a disjointed group of people. Special newspapers for respective migrant communities and the internet are among the means which might provide a solution to this challenge.

A variety of agents can form productive partnerships with migrant communities. Business oriented migrant associations might wish to cooperate with chambers of commerce or similar private sector organizations in the host countries, as well as investment and privatization authorities in home countries. Academic diaspora organizations might form partnerships with universities and other educational institutions in countries of origin and of destination.

Cooperation between diasporas and governments can significantly contribute to incorporating a sustainable migration management approach into national policies. During the conference on the topic of cooperation with diasporas it emerged that the GTZ and the Afghan Diasporas in Germany had a number of initiatives in the same fields, such as health, education and training. However, there was no coordination between their respective efforts. The joint operation of such initiatives would have achieved better results on both sides.

A growing number of home countries are trying to build partnerships with their expatriate communities. There are several prerequisites to establishing successful collaboration between the countries of origin and their diasporas, the most important of which is an environment of mutual trust between the two parties. It is often the case that while sending countries regard their diasporas as a source of income, they fail to offer them any services in return. As restoring trust may take some time, such government policy can prejudice the possibility of a mutually beneficial partnership between the migrant community and the sending country in the long run.

It is also important that people have a choice not to migrate but build their lives in the home country - people cannot be treated as an export item. Thus, countries of origin would be well advised to bear this in mind before encouraging the large-scale emigration of workers.

Finally, sound economic policy measures in the home country are needed to reap the full benefit of mutual cooperation. For instance, Indian expatriates started to invest in the home country only once essential economic reforms and an improved investment climate had been introduced in India.

**DISCUSSANT**

**Richard Black**, Director, Development Research Centre on Migration, Globalisation and Poverty, University of Sussex

Sri Lanka and the Philippines have a great deal of experience with respect to both the positive and negative effects of migration on the development process. Their contribution is of particular significance as, unlike many other countries, both Sri Lanka and the Philippines have shown a great deal of interest in the issue of migration and development.

There are several stakeholders with whom cooperation is typically mentioned during the discussions on migration and development partnerships. For example, partnerships may exist between migration and development agencies within government departments. In this respect, it is very encouraging that both development and migration practitioners from various governments are participating in this seminar. Partnerships between the North and the South is another type of collaboration usually referred to as especially relevant to the MDGs. Cooperation between governments and international organizations such as the IOM are also often discussed in this context.

Another type of partnership which is of great interest in this area, and which has been mentioned during this session, is that between governments and migrants. Reference was made in one of the presentations to the need for cooperation with the wider diasporas. However, the challenge is to find the entity that can best represent diasporas and is the most relevant to be building partnerships with.

In cooperating with migrant communities there is a risk that governments will regard migrant workers simply as a source of income rather than take a broader view of the contribution they can make. Moreover, it must be borne in mind that the concept of a partnership necessarily implies that contributions must be made by both sides. Therefore, the government should provide support to migrants, for instance, by addressing such issues as harassment and the exploitation of migrant workers abroad.

The speakers also discussed the issue of partnerships between governments and the private sector. In this context, the idea that migration should be treated as just another sector of the economy, should be reiterated. The main question related to cooperation between the private sector and the state concerns the extent and the appropriate areas of government intervention. On the one hand, a suggestion was made regarding the need to deregulate labour migration and reduce government involvement in this sphere by limiting national restrictions on financial flows, entrepreneurial activities, and promoting liberal banking mechanisms and ensuring that economic activities related to migration are driven by incentives rather than command planning.

On the other hand, it was argued that there are areas related to migration where state intervention is necessary. Three particular issues were identified during this session as requiring government regulation: skills accreditation, regulation of recruitment agencies, and the protection of migrant rights.

Some types of cooperation that might be important for development do not involve the government at all and include partnerships between migrants and NGOs, migrants and the private sectors, and among migrants themselves. Partnerships for research, which have a lot to contribute to the debate, are another instance of cooperation unrelated to government. The Development Research Centre for Migration, Globalisation and Poverty, which incorporates five universities and NGOs, is an example of such a partnership.

## GENERAL DISCUSSION

One of the participants referred to the point made earlier regarding the unravelling of families in Sri Lanka as a result of the mass migration of women, and inquired about the attitude of women to this issue. In response it was explained that most women who leave the country to work abroad had no choice, overseas employment being the only way to support their families. Extensive efforts are dedicated to alleviating this problem. The government was developing insurance and social schemes and directing considerable resources towards welfare programmes for migrant families.

With regard to cooperation with the wider Sri Lankan diasporas, it was noted that the migrant community was very diverse, which made partnership development highly challenging. In order to facilitate this process, the government intends to establish a diasporas club, which will admit all members of the migrant community without discrimination. The importance of involving migrant communities in the policy making process related to migration and development was emphasized.

A question was posed concerning challenges of private-public partnership regarding migration in the Philippines, and whether these challenges should be seen as specific to migration, or as relevant to the relationship between the government and the private sector in general. It was clarified that the general problem in private-public relationship was the lack of trust. With respect to migration management, it was reiterated that the private sector was interested in a more deregulated environment, while migrants expected more supportive policies from the government, especially in relation to improving the opportunities for returnees.

The need for cooperation between different government levels in various migration-development schemes was again underlined. The Mexican “three-for-one” programme, involving collaboration between the national, regional and local government levels, was an example. Within the framework of this programme, every dollar a migrant contributed towards a development project was matched by an additional dollar from each of the three government levels.

A question was raised regarding any agreements on labour migration concluded between countries of origin and of destination within the framework of Mode 4 of the General Agreement on Trade in Services (GATS). In response, it was explained that although no labour agreements existed specifically under Mode 4 regulations, a number of bilateral labour agreements had been concluded from time to time. The participants were also informed of current work being conducted at the University of Sussex to evaluate both migrant stocks and flows, and the scope of formal agreements designed to regulate migration flows. This research pursues two major objectives. The first is to revise the Alan Winters’ model, which predicts that a three to four per cent increase in mobility worldwide achieved as a result of agreements under GATS Mode 4 would have a positive impact of 150 billion US dollars on the global economy, roughly shared between rich and poor countries. However, as the reliability of the data used to produce these results is questionable, the University of Sussex intends to generate more reliable data to produce more realistic figures. The second objective is to prepare for consultations with governments of migrant source countries on the prospects of arriving at a partnership agreement under GATS Mode 4 that would be beneficial in development terms. There is great potential in this area, which has not yet been recognized, partly because the impact of GATS Mode 4 agreements is still not clear.

The issue of illegal migration was also brought to the attention of the participants. The need for cooperation and information exchange between countries of origin and of destination in order to control irregular migration was emphasized.

It was also stressed that illegal migrants should be recognized as parts of diasporas that could play an important role in the development of their home countries. In this context, the question of appropriate policy action towards irregular migrants already residing in host countries was raised; in particular, whether to prefer a policy of repatriation or of legalization. It was argued that repatriation schemes that offer financial assistance to illegal migrants to return to their home countries are rarely effective in achieving their objectives.

The alternative option of amnesties to regularize illegal migrants already in the country and thereby achieve their integration into the host society was discussed at length. Migrant communities generally support regularizations, while governments had diverse views on the subject. In some of the host countries amnesties had been very successful, for example in the US as regards irregular Mexican migrants. In other countries, for instance in Russia, this policy option is still widely debated among various government departments and in civil society. The main argument against regularization programmes is the risk that it will create an expectation and lead to more irregular migration flows. One participant argued that amnesties did indeed stimulate more illegal migration and thus created further problems for both host and home countries. In response, it was pointed out that there was evidence that amnesties created additional migratory flows only in those cases where it had been announced in advance, thus allowing the time needed for more migrants to enter the country prior to the amnesty. However, there did not seem to be any firm evidence that amnesties granted to people already in the country prior to its announcement encouraged additional inflows of migrants, with the exception of family reunification. Participants were informed of the research being done by the University of Sussex into the impact of regularization programmes in terms of development, in particular the influence of regularization on the attitude of migrants towards their home country and the level of remittances they sent back.

Some participants commented on the involvement of migrants in the economies of destination countries. According to estimates made in 2004, 6,000 businessmen of Turkish origin were working in various European countries and contributing to the economic growth of those countries in a variety of sectors. In general, it was argued that host governments should acknowledge migrant workers, whether permanent or temporary, as partners in development. Consequently, governments of the host countries should establish a functional relationship with diasporas on their territory which might involve considering policy options for the integration and regularization of migrant communities and their inclusion in the national social system.

During the discussion considerable attention was devoted to the subject of remittances. It was pointed out that transferring remittances through formal channels was often very expensive compared to informal routes that were often very efficient, too. Thus, the only feasible way to ensure that more remittances were sent through formal channels was to improve the banking system, rather than clamping down on the informal system. For instance, the African Foundation for Development (AFFORD) is negotiating with a number of Australian and American companies to provide a remittance transfer service to migrant workers that will enable them to send any amount of money from any part of the world for a fee of only one US dollar.

The significance of remittances for development was also examined by the participants. It was suggested that the importance attributed to remittances in the development discourse was overestimated, while the micro-economic and macro-economic dependence associated with these funds on the macroeconomic as well as microeconomic levels was not often discussed. Although the large volume of financial remittances attracted a lot of international attention, other types of migrants' activities might be of more importance from the development perspective. More research is needed to evaluate the impact of remittances as well as of other forms of migrants' contributions.



Finally, one participant expressed the opinion that a comprehensive migration and development policy required an integrated approach, involving an analysis of root causes of migration and the need to protect migrants' rights. Not only was it necessary to offer legal recourse in cases where such rights were being violated, but also to support sustainable economic and trade policies to ensure socio-economic development. It was necessary to bring about changes to give people the opportunity to remain or, in the case of migrants, to return to their home countries. It was argued that migration was not to be promoted as a tool for development, but was rather to be seen as part of the struggle to alleviate poverty within the context of globalization.

#### **BREAK-OUT GROUP:**

*Partnerships in migration and development: What works? What doesn't work? And why?*

The break-out group allowed participants to continue the discussion on partnerships in migration and development started earlier in the session. To guide the debate, several items were specified. The participants were asked, first of all, to give examples of effective practices in partnerships regarding migration and development, as well as an account of lessons learned in this area; second, to identify the roles partners can play in policy development and implementation and the ways in which different stakeholders can be included in these processes and, finally, to identify approaches aimed at fostering mutual trust and the will to cooperate between potential partners. Although the discussion took its own course, the group did address many of these issues.

#### **Partnership building in migration and development**

The early part of the discussion focused on the definition of the term "partnership". No common definition could be agreed upon and, as the debate progressed, it became evident that participants held differing views on the extent and level of stakeholders' engagement in terms of a partnership, ranging from discussions and the sharing of experience between migrants and private sector representatives to formal international agreements.

It was recognized that migration was a complex process, which could not be dealt with unilaterally, but required a cooperative approach and the sharing of responsibility by all partners for its effective management. It was further acknowledged that an even wider range of stakeholders had to be involved in the policy making and implementation process to strengthen the link between migration and development, and to harness the potential benefits of the movement of people for poverty alleviation.

The need to identify and include all relevant stakeholders for the successful building of partnerships was emphasized. Throughout the discussion it was noted that the engagement of, and cooperation between, a variety of actors was necessary to effectively address different issues within the migration and development context, including local agencies dealing with different aspects of migration and development, governments and municipal authorities of both home and host countries, civil society, local and international NGOs, international intergovernmental organizations, the finance sector, and migrants themselves.

It was further noted that in order to address the issues and challenges at hand in a comprehensive and integrated manner, partnerships on various levels were required: sub-national, national, bilateral, regional and multilateral. There was general agreement on the need to strive towards a comprehensive global approach to development that encompassed and enabled the coordination of activities and efforts by all relevant actors at different levels of engagement.

### **Cooperation at the national level**

Several participants stated that partnerships for migration and development should start at the national level. The need for partnerships within government structures was repeatedly emphasized, as a lack of coordination would lead to inconsistencies in the work being carried out by the various government units responsible for the initiation and implementation of migration and development policies and programmes. It was noted that government agencies may differ in their perspectives and priorities on the same issue, making effective policy coordination difficult. For instance, in the 1950s and 60s the Canadian development agency was operating a scholarship programme for overseas students to pursue undergraduate and postgraduate studies in Canada. However, because many of the beneficiaries failed to leave the country after completing their study course, it was cancelled. The ensuing discussions between the Canadian immigration and development agencies to ensure return failed as the development agency was unwilling to accept the requirement that all sponsored students had to sign a return commitment.

However, some successful examples of internal cooperation were also noted, such as, for instance the inter-ministerial collaboration for migration management in Senegal, and cooperation to combat illegal migration between the national authority for aliens, the national office for refugees and the border police department in Romania.

Several examples of partnerships at the national level were referred to by the participants, including partnerships between national and local governments and civil society, as well as local NGOs. The active role played by NGOs and civil society in addressing various migration and development issues was highlighted. Constructive partnerships and regular dialogues between governments and NGOs already exist in the Philippines, Senegal and Iran. Such positive experiences notwithstanding, the need to significantly develop this type of cooperation was also recognized.

The issue of partnerships between the government and the private sector, especially the recruitment agencies, was raised next. It was argued that recruitment agencies had a key role to play in the protection of migrants' rights and welfare, and in operating temporary migration schemes. Regarding the latter, recruitment agencies could be instrumental in ensuring the return of migrant workers and thus help to counteract brain drain. In the Philippines, where 97 per cent of migrant workers are sent abroad by private recruitment agencies, there is active cooperation between the government and these agencies in all of the above areas.

Lack of trust, both on the side of the government and the private sector, was identified as the major obstacle to the development of a constructive relationship between these two stakeholders. However, one of the experts noted that the situation had gradually improved over the last decade and expressed the hope that the process of building mutual trust would continue.

### **Interstate cooperation**

One of the major themes of the discussion concerned interstate cooperation. It was argued that bilateral, regional and multilateral partnerships between governments could significantly contribute to alleviate many migration and development concerns and strengthen the positive impact of the movement of people.

#### *Cooperation between countries of origin and destination*

The significance of partnerships between countries of origin and destination was underlined.

Several participants remarked that one of the main obstacles to the development of interstate cooperation was the lack of political will. In this context, concern was expressed that many of the traditional host countries currently suffered from “migration fatigue” and increasingly pursued a policy of limiting the inflow of people. In response, one of the experts pointed out that, while in the 1970s developed countries had indeed attempted to stop immigration, the current situation was much more complex. Although the industrialized countries still sought to limit some forms of immigration, they were also acutely aware of the need for inward migration in view of their current and projected demographic situation. Thus, there is a real potential for discussions with the aim of forging interstate partnerships for migration and development.

However, the participants also agreed that despite some progress, efforts towards genuine, practical collaboration between states still lagged behind, and that confidence building between governments still required careful nurturing. The need to find common ground for political agreement and to work towards developing mutual trust between countries by assuaging any doubts and concerns that governments might have, and the importance of effective communication between governments was emphasized, as without mutual understanding cooperation was impossible.

It was stressed that partnerships between countries of origin and destination should be based on the principle of shared responsibility. While it was suggested that home countries modify their approach to migration challenges and aim to provide good governance, many comments concerned the need for destination countries to recognize their responsibility in fostering the process of development.

During the discussions on the role of partnerships between countries of origin and of destination, considerable attention was devoted to the issue of facilitating regular labour migration. One of the instances of mutually beneficial cooperation in this area referred to was an agreement concerning the migration of Dutch farm workers to Canada concluded between the Netherlands and Canada in the 1950s. This agreement met the interests of both parties as, at the time, there was a shortage of agricultural workers in Canada and an excess supply in the Netherlands.

It was argued that partnerships for the development of regular migration routes were of direct relevance to counteracting irregular migration, as irregular migration was a reaction to the barriers between the demand and supply concerning foreign labour in various countries. Therefore, the facilitation of orderly movements of people was recognized as playing an important part in addressing this challenge. Some participants also mentioned other possible avenues for interstate cooperation to combat irregular migration, namely joint measures to improve border controls and information exchange.

While acknowledging the importance of facilitating regular migration, participants also emphasized the need to do so in a way that would maximize the development impact of the movement of people. At this juncture, the issue of temporary labour migration was raised. A number of participants underlined the advantages of non-permanent migration for development. Temporary migration helps to avoid brain drain, while ensuring the benefits of remittances and skills development through brain circulation. It was noted that temporary migration was also very attractive for some host countries, as it offered the necessary flexibility to meet labour market requirements. The short-term nature also avoided the complex issues involved in the long-term social integration of migrants in their host societies. As a result, destination countries are likely to be more willing to conclude agreements concerning temporary migration programmes.

Several examples of successful cooperation between countries of origin and destination in the area of temporary labour migration were mentioned. Of particular note were the agricultural labour migration programmes carried out in Canada on the basis of a bilateral agreement with

Mexico and a multilateral agreement with several Caribbean countries. Iran is also negotiating temporary labour migration agreements with 40 different countries, including an agreement to send qualified workers, such as doctors and medical personnel, to South Africa.

Other examples of mutual consultations and cooperation between countries of destination and origin which help to prevent the outflow of skilled workers necessary for home economies, and to facilitate knowledge transfer were ethical recruitment, provision of assistance to the countries of origin in emigration planning, as well as encouraging the return of migrants be it permanent and temporary.

The inadequate protection of the rights and welfare of migrants was identified as another concern requiring close cooperation between home and host countries. Participants were warned against overlooking the human dimension of migration while discussing its economic impact. It was reiterated that respect for the dignity and human rights of both legal and illegal migrants should be the cornerstone of all migration strategies.

The Philippine government considers the welfare of migrants among its priorities, and it has established bilateral relationships with many destination countries in order to strengthen the protection of the rights of their nationals working abroad, conditions of employment as well as documentation procedures.

Partnership through cooperation among countries at different levels of development and capacity to manage migration was also discussed. Reference was made to the support extended to the Romanian government by Sweden and Denmark to develop its national migration strategy, a document which stipulates general principles and guidelines determining Romania's policy concerning admission, readmission and stay of migrants and other associated matters. A broader example of such cooperation is the "AENEAS" programme carried out by the EU to provide financial and technical assistance to third countries in support of their efforts to ensure more effective management of migration and asylum issues. This type of cooperation is particularly relevant at the regional level, as lack of migration management capacity in some countries can undermine the ability of the whole region to deal effectively with issues associated with the mobility of people.

#### *South-South cooperation*

A number of participants expressed concern that the discussion of interstate cooperation focused primarily on north-south relations. It was reiterated that the volume of south-south migration flows exceeded south-north migration, and the significance of south-south partnerships was underlined. Countries in the south share many of the concerns related to migration and development and could gain considerably from a cooperative approach in addressing them. Several participants suggested that regional partnerships among the countries of the south be aimed at harmonizing migration policies as well as developing a common position for cooperating with destination countries.

The Economic Community of West African States (ECOWAS) was named as one of the frameworks for south-south cooperation. However, existing partnerships among countries in the south are faced with numerous challenges, and there is a need to further develop this type of cooperation. The involvement of other interested regional groups, such as the European Union, in the consultation mechanisms for south-south partnerships was mentioned as one way to develop cooperation among countries in the south.

#### **Partnerships between governments and international organizations**

In this context, the subject of cooperation between states and international organizations was raised. International organizations have an important role in establishing and strengthening partnerships between governments. International organizations can act as mediators between

origin and destination countries, as well as among countries within a region, essential in situations where there is a deficit of trust between the governments involved.

Many participants underlined the significance of partnerships between international organizations, international NGOs and governments in developing the capacity of states to address migration and development issues cooperatively. The work carried out by the IOM, ILO, UNHCR and UNDP was mentioned, as was the Joint Consultations on Migration for Central Asia, the Russian Federation, Afghanistan and Pakistan sponsored by the European commission and implemented by IOM. This latter programme provides technical assistance in migration management to the participating countries and aims at promoting dialogue on migration both within the region and between the countries of the region and member states of the European Union. Reference was also made to the Integrated Migration Information System (IMIS), a project funded by the Italian government and implemented by IOM to facilitate intergovernmental coordination between Italy and Egypt and promote the role of migrants as agents of development in their countries of origin. Numerous other examples of cooperation between international organizations and governments were provided.

The need for partnerships between international organizations and governments for data sharing on migration and development matters was underlined as both governments and various international organizations collect data related to the movement of people. Information exchange is important to generate comprehensive and accurate data on such issues as remittance flows and diaspora participation in development-related activities – essential to support government efforts to develop and implement effective policies to strengthen the linkages between migration and development.

Cooperation between international organizations and countries of origin and destination was recognized as an effective means to develop temporary return programmes - an important tool to counteract brain drain.<sup>10</sup> An example of such cooperation is “Migration for Development in Africa” (MIDA), a capacity-building programme launched by the IOM aimed at mobilizing the competences acquired by African nationals abroad for the benefit of Africa's development by encouraging temporary returns of qualified migrants to their countries of origin. This programme represents a broad-based partnership involving the IOM, sub-regional bodies, such as ECOWAS, the governments of the participating countries and private sector employment institutions. Another programme designed to reverse patterns of brain drain by facilitating temporary returns of professionals is “Transfer of Knowledge Through Expatriate Nationals” (TOKTEN) launched by the UNDP.

### **Partnerships between governments and migrant organizations**

To ensure the success of temporary return programmes, efforts to facilitate circular migration and the need to develop effective cooperation with diasporas for the mobilization of both financial and non-financial resources of migrants was repeatedly emphasized. It was agreed that migrants occupied a central role in the development process.<sup>11</sup> Apart from contributing directly to the development of both home and host countries, migrants could act as a bridge and a vehicle to foster understanding between the countries concerned.

However, it was also reiterated that to realize the potential of diasporas for development it was necessary that governments treated migrants as real partners, which called for dialogue with migrant communities, to be receptive to their interests and needs and open to their suggestions. There was some concern that currently discussions *about* migrants rather than fruitful dialogues *with* migrants predominated the migration and development discourse. In

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<sup>10</sup> For further discussion of temporary return programmes for development refer to the Break-out Group section of the previous session, “Migration and the Millennium Development Goals”.

<sup>11</sup> On the role of diasporas in development, see the previous session, “Migration and the Millennium Development Goals”.

this respect, the active involvement of diasporas as partners for development as well as migrant organizations in conferences such as this, was called for.

Mutual mistrust between migrants and governments was once again identified as the main obstacle to the development of partnerships between migrant associations and governments. Overcoming this problem is the first step towards building effective cooperation.<sup>12</sup> Participants agreed that governments should lead the process of confidence building. They should be transparent in terms of their development goals and strategies, and clarify the role of migrant organizations in this process. Diaspora associations should be offered opportunities to engage in development programmes, including project identification, implementation and monitoring.

For governments working with diasporas is often a challenging task owing to the structure, diversity and voluntary nature of migrant associations. The role of international organizations and NGOs in building the capacity of governments to effectively collaborate with migrant associations was underlined.

The “three for-one” programme<sup>13</sup> of the Mexican government was mentioned as a successful example of cooperation between migrants and the government at national, regional and local levels. Participants were also presented with a more specific example of active participation of migrants in the development of from the Zacatecas province, which included such projects as repairing the local cathedral, building schools and setting up a Tequila distillery. These schemes involved the cooperation between migrants, the local government as well as the local university, which had undertaken feasibility studies for the projects. The participation of migrants at all stages of the projects and their engagement as co-responsible and co-accountable partners was presented as the key to the success of these programmes.

The above examples and other contributions by participants highlighted the role of local governments as important partners in development projects.<sup>14</sup> In Senegal, development programmes at the grass-roots level are established through tripartite partnerships between villages, migrants’ associations and regional municipal offices. General interest was expressed regarding partnerships involving municipal authorities, town halls and regional governments.

In this context, the potential for town or city twinning was discussed. Many cities in the US, China, Taiwan, Korea and Japan have set up sisterhood agreements. One of the primary goals of city twinning arrangements is to provide channels for labour migration. It was noted that private employment agencies had a particular interest in the development of such agreements; however, the successful implementation of such schemes is constrained by the existing policies in labour receiving countries.

Cooperation between governments, migrant associations and financial institutions was another type of partnership discussed. It was argued that to raise the awareness of the financial sector regarding the potential of the remittance market was important for the improvement of financial services available to migrants, in particular remittance transfers and microcredit. For example, in order to improve the efficiency and lower the cost of remittance

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<sup>12</sup> For more information on ways to establish partnerships with migrant associations, refer to the next session “Approaches to encouraging the engagement of diasporas in the development of the country of origin – policies, effective practices and lessons learned”.

<sup>13</sup> More on this programme in the General Discussion section of this session.

<sup>14</sup> More on relations between diasporas and local authorities in the Break-Out Group section of the next session, “Approaches to encouraging the engagement of diaspora in development of the country of origin – policies, effective practices and lessons learned”.

transfers, the Ethiopian government has set up an inter-ministerial committee, which includes representatives of the country's national bank and commercial banking institutions.

### **Non-governmental partnerships**

Several types of migration-development partnerships without government involvement were mentioned, such as cooperation between non-governmental organizations and migrant associations. The Netherlands Organisation for International Development Cooperation (NOVIB) is one of the NGOs working to support migrant and refugee associations in a variety of ways, including provision of capacity building and financial assistance to migrant organizations that operate development projects in the country of origin, conducting international expert meetings for diaspora associations on issues related to migration, remittances and the role of migrants in development, and engaging with other institutions and multilateral agencies to involve migrant associations in various projects carried out by these institutions.

Cooperation among migrants is another type of partnership for migration and development which does not always include the government. Partnerships among migrants are usually formed with the aim to organize joint entrepreneurial activities. In Iran, 25 international satellite TV channels for expatriates were set up through cooperation among migrants.

In addition, reference was made to partnerships between recruitment agencies in the country of origin and similar agencies or employers in the country of destination. Such partnerships already exist, for example between the Philippine employment agencies and foreign companies recruiting Filipino nationals.

### **Key prerequisites for successful cooperation**

In general, many participants advocated broad-based, comprehensive partnerships that would bring together a wide range of stakeholders.

It was agreed that effective cooperation could only be achieved if all partners are genuinely interested in working together and contributing towards the attainment of a common goal. It is therefore helpful to devise incentives for all relevant stakeholders to engage in cooperation for migration and development.

A requirement for successful cooperation raised on numerous occasions during the discussions was mutual trust among partners. Lack of trust between governments of origin and destination countries, between governments and migrants, and between governments and the private sector was recognized to be a major impediment to the establishment of successful partnerships between these stakeholders. Suggestions to address this problem included the institutionalization of partnerships and continuous open dialogue between relevant actors to overcome existing misconceptions.

Finally, it was emphasized that, while maintaining the voluntary nature of cooperation in migration and development, when establishing partnerships it was essential to clearly define the role of each partner so that ownership is ensured.

## **APPROACHES TO ENCOURAGING THE ENGAGEMENT OF DIASPORAS IN THE DEVELOPMENT OF THE COUNTRY OF ORIGIN – POLICIES, EFFECTIVE PRACTICES AND LESSONS LEARNED**

*Do diasporas have an impact on development? What can they do? How do they do it? If there is an impact – why? How does it differ from development assistance and other contributions? What are the barriers, expectations, challenges? How can development agencies engage diasporas as a resource for development?*

### **COUNTRY OF ORIGIN PERSPECTIVE**

**Mario Roger Hernandez Calderon**, Director General for Salvadorians Overseas, Ministry of Foreign Affairs, El Salvador

The topic of migration and development is of indisputable importance in today's increasingly globalized world. Diasporas can play a key role in the development processes in countries of origin, transit or destination. Although the level of participation of diasporas in the process of domestic development varies from country to country, it is important that this variable is taken into account in the broad analysis of the migration-development relationship.

This presentation will focus on the experience of El Salvador in the area of migration and development. The Salvadorian perspective might be especially interesting in this context, as diasporas are of particular importance for the country. El Salvador has a rather small domestic population but relatively large diasporas: for approximately 6.1 million people residing in the country there are 2.5 million Salvadorans living abroad. The emigration trend started about 20 years ago and has been directed primarily towards the United States. At present, nearly 90 per cent of Salvadoran migrants live in the US.

Migration has affected every sphere of life in El Salvador, causing changes at the personal and family level, and transforming economic, social and political structures. Many of these changes are directly linked to diaspora activities. As 20 per cent of El Salvador's population lives abroad, the country as a whole cannot be conceived of outside the influence of migrant communities.

In the economic sphere, remittances are perhaps the most obvious of the variety of channels through which diasporas participate in the development of the country. In 2004, remittances represented 16 per cent of the GDP in El Salvador, surpassing FDI as well as export earnings. Remittances have had a strong positive effect on the well-being of families and the development of the economic system.

The government of El Salvador has invested considerable efforts to ensure that these funds generate positive consequences in the short and medium term. However, more work needs to be done to improve the efficiency and lower the cost of remittance transfers, and to develop the economic framework in order to maximize their impact.

Diasporas significantly contribute to the development of the country through investments, particularly at regional and community levels. However, further development and promotion of investment mechanisms is necessary if the involvement of diasporas is to have a lasting effect on the economy of El Salvador.

Engagement of migrant communities has also led to rapid growth of several economic sectors, such as air transportation and tourism, telecommunications, and trade and production of consumer goods demanded by the migrants, known as "nostalgic trade".

The impact diasporas have on El Salvador is not limited to the economic sector. Migrants have a significant influence on the decision-making process of family members remaining in the country and affect political participation of the citizens. This aspect of diaspora involvement has not been sufficiently studied so far and needs to be researched further.



Diasporas also seek to influence political decision making directly through migrant associations, which are particularly active at the local level.

Diasporas encounter various barriers to their engagement in the development process of countries of origin. For instance, diasporas are often faced with difficulties in establishing an institutional dialogue with their home countries. Developing an appropriate institutional space for communities living abroad is highly challenging as there are a variety of policy areas which must be covered to cater for the needs of diasporas, including social and welfare policies, savings and investment programmes, as well as policies for skilled workers.

In order to address this and other challenges and to facilitate the involvement of diasporas in the development of the country, the government of El Salvador introduced a programme for “Salvadoreans abroad - strategic partners for development”, which aims at creating a holistic system of policies encompassing a multitude of issues pertinent for migrants.

In line with this programme, the Salvadorean government introduced some institutional changes. First of all, within the Ministry of Foreign Affairs, the Vice-ministry of Foreign Affairs for Salvadoreans Overseas was established in order to address the needs of the Salvadorean community abroad and develop the component of Salvadorean foreign policy orientated towards diasporas abroad. Secondly, a variety of public agencies as well as non-governmental organizations were involved in creating a broader institutional framework to support Salvadorean migrants and enable them to establish beneficial relations with their home country. As a result, a diversity of issues was covered - in particular, consular services, human rights and legal assistance in destination countries, family reunification, national identity, remittances and local development, as well as social and welfare provision.

Within the framework of the “Salvadoreans abroad” Vice-ministry, the government carried out a presidential forum for diasporas. This event took place in November 2004 and brought together over 600 migrant community leaders from across the world. The central objectives of the forum were to learn about the diasporas’ needs, expectations, views and concerns, and to establish a constructive dialogue with migrant communities, so as to involve them as active partners in the process of development. During the forum a number of different economic, social and cultural initiatives were developed.

One of the outcomes of the forum was the creation of a portfolio of projects for investment opportunities targeting migrant communities. These projects will generate opportunities for Salvadorean companies to broaden the scope of their exports beyond the “nostalgic trade”. In order to bring Salvadorean industries to markets outside the country and close the gap between retailers and distributors, a decision was made to organize Exportable Products Fairs. In addition, these products are exhibited on special web sites, which also contain necessary information for both foreigners and citizens of the country on making investments and establishing businesses in El Salvador.

Another important policy area is devoted to facilitating experience sharing with diasporas. Knowledge and experience are among the key assets of migrant communities and it is essential to ensure that government policies are geared towards utilizing these resources.

Local development projects supported by diasporas play a significant role in the development of the country. More than 350 associations of Salvadorean migrants participate in direct aid to the country. In order to facilitate this process, El Salvador established a “United by Solidarity” programme in collaboration with local governments and diasporas. Within the context of this programme, the government provides migrant associations with a financial basis for a development project, which is complemented by their financial contributions. This scheme has been running for three years and mobilized more than 15 million US dollars, which were used in 57 projects carried out in different parts of the country. The projects included the building of schools and hospitals and of sports, health and cultural centres.

El Salvador has made migration and cooperation with diasporas one of its policy priorities. Although there has been some success in this area, the government is still faced with big challenges. In order to fully understand the impact and potential of migrant communities, deeper research focused specifically on diasporas, their characteristic and relation to development needs to be carried out.

#### **HOST COUNTRY PERSPECTIVE**

**Colette Metayer**, Adviser to the Ambassador in charge of co-development, France

Development is a complex process requiring the cooperation between a variety of stakeholders, including governments of countries of origin and of destination, civil society, local communities and migrant communities, to name but some. French development policy puts particular emphasis on the role of diasporas in this multifaceted process.

The French approach to development is based on the notion of "co-development". Co-development, or cooperation for development, is based on the principle that migrants are important actors in the development process of receiving countries, whose contribution should be recognized and encouraged. Co-development is therefore any development activity, regardless of its nature or area of activity, that involves the contribution by migrants if they either wish to return to their home country or would like to help their countries of origin while they remain in France.

Migrant communities offer a great of potential for the development of their home countries. For example, funds sent home by migrants exceed official development aid (ODA) and can represent between three to five per cent of GDP, and between ten to 20 per cent of the national budget of countries of origin. Remittances play an important part in poverty reduction and the improvement of living conditions in the countries of origin. However, remittances are not usually used for productive activities and their direct impact on economic growth is, therefore, limited. According to a number of studies in this area, approximately 70 per cent of remittances received are used for family consumption and health, while another 15 per cent is spent on housing. One of the priorities of the co-development strategy is to channel the remaining funds into productive investments able to contribute to the economic growth of developing countries.

Some emigrants acquire expertise in areas important for the development of their own countries. The second priority of the co-development policy is to mobilize the skills and know-how of diasporas for the benefit of home countries. Migrants can act as mediators between home and host countries in establishing new relationships and renewing old ones on the basis of mutual interests.

The two main priorities of co-development were expressed in the communication of the Minister Delegate for Cooperation and Francophony to the cabinet in 2003. It stipulated that through specific credits from the Ministry of Foreign Affairs the French government can support migrant initiatives to invest in the country of origin to finance economic and social activities, such as the construction of schools and health centres, or to allow their home countries benefit from their skills and know-how, or a network of contacts acquired in the host country.

With the aim of achieving the objectives of co-development, a number of local development projects are being carried out in four pilot countries: Senegal, Mali, Morocco and the Comoros, in cooperation with several French NGOs, local French communities and migrants associations. In these countries, diaspora funds are directed towards the building of schools and health centres, and investments in a variety of wealth-creating activities. The French government co-finances local community projects. At least 15 per cent of the project cost should be covered by a migrant association and, subject to certain conditions, up to 70 per

cent of the cost can be provided by the government. Decisions regarding the financing of these projects are made in bipartite committees, which include representatives of the home and host countries.

Reintegration assistance is another element of co-development. This programme supports the reintegration of migrants into their country of origin through a grant for establishing a business. In some cases, migrants who do not wish to return to their country of origin but who submit a project proposal of high quality can also receive a grant.

In addition to financial support, the French government assists with advice at the initial stage of the project and offers feasibility studies. Technical and managerial support is also provided during the first year of the project.

Currently, much effort is directed towards promoting economic investment towards countries of origin. Unfortunately, it is usually difficult to ensure that investors receive attractive interest rates, and bank loans in countries of origin are often hard and expensive to come by. In order to address this situation in Senegal, the French government is participating in developing a scheme there which involves establishing a mechanism to enable migrants or other Senegalese citizens to obtain a loan for the setting up of small businesses. The loans will be below the levels usually granted by banks, but above the amounts obtainable from micro-financing organizations and can be used to establish economic projects in towns as well as rural areas. In order to facilitate the development of this scheme, it is intended to open new bank branches in areas not currently served by the banking system.

In terms of mobilizing the skills of migrant communities, expertise of scientific, technical and economic diasporas is of particular importance for the development of the countries of origin. Brain circulation is one of the best ways to ensure that countries of origin can benefit from the skills and knowledge of migrants. One of the programmes aimed at facilitating this process involves short-term assignments for scientific and technical diaspora members to lecture at the universities or participate in the research in their home countries. Currently, the French government covers the cost of the journey and there is a possibility that in the future and in exceptional cases a salary supplement will be paid. There is also a proposal to establish dual Chairs at universities in France and countries of origin for researches and academics.

Since 2000, the French government has been working closely with the *Forum des organisations de solidarité internationale issue des migrations* (Forum of International Solidarity Organizations on Migration) which represents migrant associations and provides consultations to the Ministry of Foreign Affairs. In the context of this cooperation, a fund was established to enable migrant associations to finance small experimental projects.

The French government is planning to expand the co-development programmes beyond the four pilot countries. Already now, migrants from outside the four states can receive assistance within the framework of the Migration and Economic Investment Programme if they have investment proposals for their country of origin. This programme allows the French government not only to extend its support to migrants from a broader range of countries, but also to enrich its experience in the area of migration and development.

#### **DIASPORA COMMUNITY PERSPECTIVE**

**Chukwu Emeka Chikezie**, Executive Director, African Foundation for Development (AFFORD)

Although AFFORD cooperates closely with diaspora organizations, it does not represent the diaspora community. Views expressed in this speech are based on research and observation of migrant communities.

Migrant communities are very diverse. They differ in structure, their level of organization, resources, reasons for migrating and the wish to engage in development projects, as well as their focus in terms of action and objectives for involvement in development projects. An important step towards establishing effective cooperation with diasporas is to decide which migrant groups are best suited for particular types of development activities.

When analysing the role of diasporas in development, it is necessary to remember that the term "development" is not uncontested. The views on whether development is a process or a destination, on who the main stakeholders are and what its key objectives and ways to achieve them should be, often diverge. Thus, it is essential to beware of generalizations in the development discourse.

Diaspora initiatives, which are often criticized as being too local in focus or too short-term oriented, should rather be seen as representing a different perspective on development. The approach by diasporas to development is largely based on the principle of self-help and incorporates all forms of resource mobilization - financial, social - such as trust and values, intellectual, political and cultural. In this respect, it should be pointed out that remittances are not necessarily the most important component of migrant communities' contributions to development. It is misleading to focus exclusively on the effect of this form of financial transfers. Financial capital, for example, includes a great potential in exporting consumer goods for migrant communities. In the context of globalization in politics, the ability of diasporas to affect the policies of destination countries through lobbying and advocacy work is also of great significance.

Identity is central to diaspora engagement in development. Migrants are usually faced with the need to reconstruct their sense of identity, and participation in local development projects can be part of that process. Diaspora initiatives are usually community based and their main emphasis is on people, processes and relationships rather than on technical aspects of inputs and outputs. In general, diasporas and governments differ in their approach to development in many ways. Dialogue between the country and migrant communities will not only help to foster mutual understanding, but might also contribute to the development of a new, more successful development paradigm.

Migrant communities engaging in development activities usually encounter a number of challenges in establishing relations with the governments of home and host countries. Host governments often display institutional arrogance in their approach to diasporas. It is assumed that government policy is the right one, and diasporas are perceived as instruments to advance the state agenda. In the host government administration, issues related to diasporas and their participation in the development of their home countries are usually addressed through an array of ministries and bureaus. As there is insufficient coordination between these institutions, policies oriented towards migrant communities frequently lack coherence. There is also a problem of credibility: the tendency of some governments to vilify migrants makes serious partnerships between the state and diasporas hard to establish.

Both host and home countries lack the necessary capacity to work effectively with migrant communities. The government structures for cooperation with civil society in the home country are limited, while there is also the tendency to focus on relations with "northern donors" rather than citizens at home or abroad. Although host governments are very much geared towards working with representatives of civil society, NGOs for example, to actively engage migrant communities remains a challenge owing to their diverse nature. Governments of countries of origin and destination also share a degree of discomfort with regard to migrant communities, as the identity-based and specific focus of diasporas is very different from the national focus of governments.

Dr. Mamphela Ramphele, the Co-Chair of the Global Commission on International Migration, referred to the "common hypocrisy" of countries of origin and of destination,

Home governments often blame migrants for leaving while, at the same time, deriving benefit from remittances and the alleviation of social pressures caused by high local unemployment. Similarly, host country governments blame migrants for coming, but also enjoy the contribution migrants make in terms of skills, knowledge and the supply of cheap labour. Thus, migrants benefit both home and host countries and it is important to ensure that governments acknowledge this fact.

Unlike governments, diasporas incorporate both local and global perspectives. Besides, migrant associations mostly include volunteers rather than development professionals, and they tend to focus on tangible results and combine multiple objectives. The way diaspora groups operate is very different from that of the government, which creates constraints for cooperation. An additional problem is that diasporas are often marginalized from agenda-setting and more talked about than talked with.

In order to mobilize migrant communities and facilitate their participation in the development process there needs to be a shift in attitudes. First of all, it is important to ensure that migrant communities are not seen as instruments to achieve government aims, but as potential partners to engage in dialogue, seek common ground and attempt to achieve shared objectives. Diasporas should be recognized as legitimate stakeholders in the process of development; but, at the same time, it is essential to remember that the primary role in this process belongs to the communities in the countries of origin rather than to diasporas.

One of the central issues needing to be addressed in the development discourse, is leadership. There should be a will to bring about necessary key changes. Development is a highly complex policy area and, in order to ensure progress, it is necessary to build a team of leaders confident and willing to create effective strategies of engagement. The best way to generate a momentum for change is to start with addressing simple issues - reach for the "low-hanging fruit", or what is, in fact, feasible.

To ensure effective cooperation for development the problem of the lack of trust between migrants and governments needs to be resolved. One of the ways to address this issue is for governments to engage in dialogue with diasporas either at the national or regional level. In Africa, for example, a regional approach is very important and it is necessary for diasporas to participate in dialogues across governments. In order to engage migration communities in this process, AFFORD proposed to facilitate a dialogue between the UK-based African diplomatic corps and African diasporas.

The primary function of governments in respect of diasporas should be to facilitate relationships between migrant communities and appropriate counterparts. There is also a need for governments to focus on capacity building. However, capacity building is a two-way process: there is a need for diasporas to assist their donors and governments in developing effective means to engage with migrant communities.

Diasporas can also play a role in improving development policies of the countries of origin. It is necessary to understand and incorporate ways in which diaspora groups participate in the development and poverty reduction of their home regions into national development policies. Existing development policies may include a role for diasporas in the development process, but the regional and multilevel nature of diaspora engagement is rarely taken into account. It is important to provide means of articulation between different levels in order to enable different tiers of government to engage effectively with diasporas on local, state, federal and chieftaincy levels.

## **DISCUSSANT**

**Kathleen Newland**, Director, Migration Policy Institute

All three speakers pointed to the existence of a two-way relationship between diasporas and the country of origin, and emphasized the inappropriateness of approaching migrant communities as instruments. Migrants participate in development projects for different reasons, ranging from business interests to the desire to have a sense of belonging to a greater purpose, or aspiration to support their country of origin perceived as a cradle of their culture or a source of primary loyalty. Government policy designed to elicit more of diasporic engagement needs to focus on the interests and aims of migrants participating in development initiatives. Such information might help to clarify the kind of support diasporas might need from the state: for example in relation to business objectives, migrants might look to their governments for consular services or technical assistance.

It was also argued in all three presentations that the discussion of the relationship between diaspora groups and development should not be limited to remittances. Unfortunately, it is a mistake frequently made. Many migration-development debates have focused on this issue. Although remittances might be regarded as “low-hanging fruit”, it is not clear that they represent the most significant developmental impact of diasporas. In the case of China, for example, remittances are relatively small – approximately four billion US dollars in total between 1991 and 1998, while foreign direct investment, half of which is believed to originate with diasporas, was over 40 billion US dollars in 1998 alone. Thus, in this instance, analysis focusing on remittances alone would be missing the largest part of the migration-development relationship. In addition, as was mentioned earlier, remittances tend to be mainly used for consumption. Thus, although these funds play an important role in poverty reduction, they do not always constitute a significant contribution towards investment purposes. Consequently, there is a need to look beyond remittances and focus also on other types of financial flows and non-financial flows, such as FDI, market development opportunities, diaspora-related trade opportunities, technology transfer, the transfer of scientific, technical and economic expertise as well as larger political, social and cultural exchanges.

Regarding barriers to diaspora engagement in development, political difficulties, differences in priorities between diaspora communities and communities in the countries of origin as well as fragmentation that might exist within diasporas were highlighted. However, the most serious obstacles to diaspora engagement reside in the general economic, investment and political environment. Inadequate attention to the micro-economic climate in the countries of origin destines diaspora groups, especially those working on a small scale at village or town level, to failure, as they cannot be expected to overcome problems like the lack of infrastructure, corruption, overregulation and bureaucratic obstacles. This point illustrates the importance of partnerships that the French co-development model might come to represent in the future, and emphasizes the importance of sharing experiences across countries, diaspora groups and among organizations.

## **GENERAL DISCUSSION**

Many participants highlighted the role diasporas play in their home countries' development process. At the same time, it was argued that diasporas should not be idealized. Although in cases of emergency migrant communities make contributions on the grounds of philanthropy, their participation in the economy of the home country in the long run is based on rational considerations. In particular, decisions regarding investments will be based on a comparison of relative opportunities in the host and home countries. These considerations need to be borne in mind when designing policies aimed at increasing diaspora involvement in the development of home countries. It is the responsibility of national and local authorities to develop appropriate policies, institutional frameworks and economic environment to increase the participation by migrants in the life of their home countries. However, for this process to be successful, it is important to hold consultations between migrant communities and

governments and to engage diasporas in the process of agenda setting and the formulation of migration and development policies.

In this context, the issue of political representation of diasporas was discussed. Several models for involving migrant communities in political decision making were noted. A migrant community can be represented in the parliament of their home country as a group - for instance, in Senegal one of the members of the Parliament is elected by Senegalese diasporas. Overseas voting is another model used in a number of countries, including Eritrea, the Dominican Republic and, recently, Iraq – expatriate Iraqi citizens in 14 countries had a chance to participate in the national elections through the Out-of-Country Voting Programme organized by IOM. Another interesting development in the area of expatriate political participation is the introduction of dual nationality for diaspora groups. However, dual nationality is sometimes controversial from the perspective of destination countries, as it can be seen to be in contradiction to the full integration of migrants into the host society. In general, political representation of migrant communities is an important element to ensure a two-way relationship between diasporas and the government.

Another issue examined during the discussion was the influence of generation change on the degree of migrant contributions to the country of origin. Several participants maintained the view that first-generation migrants are usually more involved in development activities in the country of origin than subsequent generations, who are generally better integrated into the host society. It was also suggested that while the main contribution of the first-generation migrants consists of remittances, the contribution of subsequent generations include the transfer of skills and knowledge. In this context, the importance of programmes designed to help young members of diasporas in the second and third generation to relate to their country of origin was underlined. Programmes organized by the French government for Malian and Senegalese diasporas, as well as the “Opportunity Africa” scheme organized by AFFORD were mentioned as examples of such initiatives.

However, one participant expressed disagreement with the appropriateness of generalizing on the subject of generation change. It was argued that the level of migrant engagement with their country of origin over generations depended not only on the efforts of the home government to maintain ties with diasporas, but also on the original sense of national identity. In some instances, there is a powerful sense of nationhood, which persists over many generations, as is the case with the expatriate Armenian, Chinese and Greek communities. It was argued that particular socio-historical consciousness might play a more significant role in determining the persistence of migrants’ links with their country of origin than the diaspora experience.

Much enthusiasm was exhibited concerning the issue of co-development. In response to the question of the adequacy of the funds allocated by the French government for activities the co-development programme purports to pursue, it was explained that the 2.3 million euros provided to the scheme will be sufficient to create a momentum and start the movement in the right direction. Moreover, there is the possibility for successful projects launched within the framework of the programme to receive additional funding.

While admitting the high potential of the co-development programme, one of the participants opined that some changes were needed in France and other industrialized countries if development was to be achieved. For instance, a reform of the common agricultural policy would create numerous new opportunities in terms of development in agricultural regions of many developing countries.

**BREAK-OUT GROUP:**

*Building relationships with migrant networks: How to develop and maintain contact? How to maximize the role these networks play? What role can the internet and other technological tools play? What are the traps to avoid and how to avoid them?*

During the break-out group session, participants continued the discussion on the ways to engage diasporas in the process of development with a particular focus on building relations between governments and migrant associations. Participants were asked to consider four specific issues related to the establishment of cooperation with diasporas: first, methods to establish and maintain productive contact with migrant networks; second, the role diasporas can play in devising and supporting government development policies; third, the role of technological tools in consolidating, activating and mobilizing diasporas, and, finally, the traps in establishing cooperation with migrant associations and ways to avoid them.

All the above issues were addressed during the session. Overall, the discussion was focused and animated, reflecting considerable interest of the participants in the subject.

**Defining “diasporas”**

The participants acknowledged the challenge in defining the term “diasporas”: there was no general agreement as to the meaning of this concept. It was pointed out that IOM used a broad definition which covered all migrant groups living outside their countries of origin, whereas the more traditional meaning tends to refer to settled expatriate communities, usually extending over generations.

Further discussion confirmed that there was no common understanding among countries of who was part of a diaspora. Some government policies targeted only citizens, or expatriates born in the country, while others, in Cape Verde for example, included decedents of emigrants in diasporas who were then also covered by relevant laws and policies.

The participants agreed that from a government perspective, there are two broad types of diasporas: emigrants living abroad and immigrants residing within the country. Both groups can contribute to the national economic growth and development. As an increasing number of countries are both host and origin of migrant workers, there is a need for governments to establish and maintain constructive relationships with both types of diasporas.

**Foreign diasporas and the development of host countries**

Several participants underlined the role of foreign diasporas in the development of host countries. In Switzerland, for example, it is estimated that 20 per cent of GDP is generated by persons originating in another country (22 per cent of the Swiss population). Foreign diasporas play a pivotal role in the development of the Bahamas: immigrants have contributed to the development of such key sectors as the police force, health care and education. In Venezuela, the contribution of migrants towards the growth of a variety of industries, including oil, construction and pharmaceuticals, was emphasized. It was reiterated that immigration mitigated labour shortages and enriched human capital in host countries, thereby improving the flexibility and productivity of their economies.

One participant mentioned the role of migrants from industrialized states in the development of destination countries, referring in particular to European diasporas in Africa, and US diasporas in South America. It was argued that efforts should be made to fully realize the potential for development of these diasporas, for instance in relation to the establishment and strengthening of multiple connections between their countries of origin and destination.

The importance of communication between host governments and diasporas to establish a positive connection between them was highlighted. In Burkina Faso, for example,



International Community days are organized, during which all the foreign diasporas based in the country are invited to discuss their experiences and problems and to share their cultural heritage and traditions with the local population. More generally, it was agreed that to maximize the positive effects of migration and ensure the protection of migrants' rights and welfare, host countries should develop comprehensive support and integration packages for migrants.

### **Integration of migrants**

The issue of integration of migrants was discussed at some length. It was pointed out that while migration can be beneficial for the countries of destination, it is also associated with challenges related to the ability of the host society to absorb immigrants while maintaining social cohesion. It was recognized that social integration of migrants and their families, as well as pre-selection and orientation programmes, were essential for increasing social cohesion and combating xenophobia in the host countries. In this context, the initiative taken by many host countries to regularize irregular migrants residing on their territory were mentioned. Some destination countries, in seeking to make migrants full members of the society, take active steps to achieve their complete integration: in the Bahamas, second-generation migrants receive citizenship automatically, and the government has recently started a programme to encourage the first-generation migrants to apply for citizenship.

From the perspective of countries of origin the successful integration of their emigrants into the host society is also highly important. It makes migrants less vulnerable and more likely to prosper and thus better able to contribute to the development of their country of origin. To facilitate integration of migrants into the host society, some countries, such as Tunisia and the Philippines, provide pre-departure services to persons moving abroad. Tunisia also organizes special programmes to assist the integration of women - one of the most vulnerable migrant groups - into the host environment.

At the same time, there is a negative correlation between the level of integration of migrants in the host country and their sense of belonging to their country of origin and, consequently, their motivation to contribute to its development. Achieving a balance between encouraging the integration of migrants in the host society and maintaining their ties with the home country was identified as one of the major challenges in strengthening the link between diasporas and development.

### **Diasporas and the development of the countries of origin**

However, the main focus of the discussion was on involving expatriates residing abroad in their own country's development process. From the contributions of the participants it was evident that many countries regard members of their diasporas as important resources<sup>15</sup> and seek to build and maintain effective relations with them. Overall, a wide range of government initiatives in the economic, social, cultural and political areas aimed at establishing links with diasporas were presented

#### *Data collection*

Participants agreed that the first step in the process of engaging with diasporas is to identify them. In most cases, governments do not have comprehensive information about migrant communities established in different countries. Thus, more information is needed to be able to develop clear and effective policies for cooperating with migrants, and several participants argued that the establishment of national databases on diasporas was necessary. These should

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<sup>15</sup> For the discussion of the role of diasporas in the development of sending countries, refer to the session on "Migration and the Millennium Development Goals", and earlier parts of this session.

include information on a broad range of diaspora characteristics, such as size, location, qualifications of migrants and their status. One example of government efforts in this direction is a census carried out in Venezuela with the aim of gathering detailed data about Venezuelans living outside their country. In this context, the activity of the Islamic educational, scientific and cultural organization (ISESCO) was referred to, which developed a strategy for governments to establish links with diasporas for the purpose of creating an inventory of competences of people working outside their country of origin.

The need to obtain for detailed information on diasporas as well as the difficulty of acquiring and analysing it is, in part, related to one of the major challenges in engaging diasporas in partnerships, namely their diversity. Participants repeatedly emphasized by participants that diasporas were not homogenous entities but were comprised of different categories of people who differed in terms of skills and qualifications, socially, politically, religiously, in their reasons for migrating, as well as their intentions and ability to stay in the host country or return home. In the light of this diversity, the need to avoid generalizations when approaching diasporas and tailoring strategies for the involvement of migrants in national development strategies to the requirements of a particular group was recognized.

#### *Diversity of diasporas*

It was agreed that the data on diasporas, once collected, should be subjected to careful and holistic analysis in order to allow governments to gain a true understanding of migrants, their perceptions, attitudes, interests and concerns. On the basis of this understanding, an attempt to categorize diasporas and devise policies targeting the potential, needs and interests of each particular group should be made. Different opinions were voiced regarding the key criteria for distinguishing between diaspora communities.

Some participants proposed to focus on the skills of migrants, arguing that it is essential to identify highly qualified professionals and business people. It was argued that partnerships with highly qualified migrants bring the most benefits to the countries of origin in terms of development, both through investments and knowledge transfer. Therefore, identifying and establishing a connection with the highly skilled segment of the migrant community should be a priority. In Tunisia, businessmen and persons with technical and economic qualifications were specifically targeted for cooperation by the government. A forum for Tunisian businesspeople residing in Europe was organized during which participants were informed about the business and investment opportunities available in Tunisia as well as other possibilities to engage migrants in the development of their country of origin.

A related suggestion concerned approaching different professional groups within diasporas. Experience has shown that it is relatively easy for people within the same professional group to find a common language and to come to an agreement. The Ethiopian government, following an unsuccessful attempt to organize broad diaspora associations in countries of destination, tried to engage its expatriates through different professional and interest groups. This approach proved effective and resulted in the establishment of a network of Ethiopian migrant associations, such as the IT, health, engineering and law professional groups as well as student unions that support government programmes and private initiatives. In response to this example, participants commended the flexibility exhibited on the part of the government in taking a more functional approach to dealing with diasporas.

To differentiate between migrants who were planning to return to their country of origin and those intending to remain in their country of residence was also argued to be important. Governments should consider providing reintegration assistance for returning migrants, and develop special programmes to ensure that they are able to find employment and use skills and experience acquired abroad for the benefit of their country. Regarding those members of

diasporas who plan to remain abroad, governments might wish to devise policies to encourage their participation in development projects in their home country.<sup>16</sup>

In this context participants observed that, while a distinction between temporary migrants and those who did not intend to return permanently might be useful, in practice it is often hard to determine whether migrants' intentions are temporary, circular or permanent.

The generation dimension<sup>17</sup> was another factor identified as a useful criterion for the categorization of migrants. One of the participants emphasized the need to design special programmes for second and third-generation migrants to promote their connection with their country of origin. The Tunisian government has introduced special programmes in major European cities with large Tunisian expatriate populations that allow second-generation migrants to maintain their cultural links with Tunisia and to prevent their alienation from the country of their parents' origin. The schemes to cultivate ties with subsequent generations of migrants were underlined as highly important in making diaspora contacts a long-term factor in the development of source countries.

It was observed that in many countries, especially in Africa, there is strong regionalization. As a result, migrants are often more likely to form regional and sub-regional communities rather than national associations. Most regional migrant associations are reluctant to join more integrated national migrant structures, as their prime interest is to participate in regional development projects rather than national development activities. Consequently, such associations favour decentralized cooperation with the local authorities rather than cooperation with the national government. However, the national government can still play an important role as mediator and facilitator in the dialogue between regional migrant associations and local authorities

Another issue raised in the context of diaspora diversity was the host country environment. It was observed that the formal status of migrants, as well as the policies of the host country, played a major role in the ability of diasporas to organize and to participate in the development of the home economy. It is an additional factor that needs to be taken into account by countries of origin when attempting to develop cooperation with migrants.

In many European countries to organize outside the formal framework is very difficult, which places constraints on the capacity of the minorities, including diasporas, to associate. At the same time it was noted that the level of development of host countries had an impact on the ability of diasporas to interact with the country of origin. Studies indicate a positive correlation between the prosperity of the receiving country and the recognition of qualifications of migrants, their level of employment and extent of their participation in the development of the home country.

Specific examples were given of the influence policies, administrative rules and actions of the host authorities can have on the extent of migrants' involvement with their country of origin. For instance, attempts by the government of Zimbabwe to reach out to its diasporas through the networking programme "Home link" was hampered by host country authorities who targeted meetings between the Zimbabwean government representatives and migrants with the aim of identifying illegal residents. As another example, in the U.S. charitable contributions are only tax deductible if made within the country, but not when transferred to an organization or entity abroad, which limits the ability of diasporas to contribute directly to development causes in their home country.

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<sup>16</sup> For a discussion on the ways to involve migrants in the development projects in the home country, refer to the session on "Migration and the Millennium Development Goals".

<sup>17</sup> For a discussion on the generational change in the level of migrant contributions to the country of origin, see the General Discussion section of this session.

*Establishing effective cooperation with diasporas*

Participants agreed that despite the diversity of diasporas and the need to develop specific approaches for each of the migrant categories, there were a number of key principles and effective avenues for the successful interaction between governments and migrants.

First of all, the participants underlined the need to establish positive communication between governments and diasporas. In many cases, people are driven to leave their country either for political, security or economic reasons and, as a result, migrants can feel alienated from their home government. Similarly, governments often treat migrants, especially those who left the country for political reasons, with suspicion. Changing this attitude was recognized as being a highly challenging but essential step in building cooperation between the two sides. In order to re-establish common ground between the country and its diasporas, governments were recommended to avoid sensitive issues that could create divisions, and focus instead on practical areas of collaboration directly related to development and humanitarian assistance.

Some examples of a significant positive shift in diaspora-government relations were mentioned. The governments of Mexico and Kenya have moved from being rather hostile to their emigrants to acknowledging their contribution and embracing diasporas. In El Salvador, the government, following the example of Mexico with which it has close cooperation, has also built a dialogue with migrant communities and is currently working on developing and deepening this relationship.

The responsibility of governments to take the first step towards building links with diasporas was underlined. It was noted that establishing a meaningful relationship with migrants and creating a momentum in cooperation was a long process that required continual attention and effort from the authorities. In general, it was stressed that the government needed to give clear signs of a political will to pursue development in collaboration with migrants.

In particular, the importance of defining a clear agenda for government-diaspora cooperation was pointed out. It was agreed that an agenda should be based on a two-way communication between the government and migrants. It is crucial for diasporas to be able to inform the government about their problems and concerns, and in turn these should influence development of the cooperation programme.

The need to build trust<sup>18</sup> between the government and migrant communities was also discussed. In this respect, it was once again emphasized that the government should treat diasporas as partners, and ensure that migrants feel truly valued rather than instrumentalized or manipulated. One participant referred to the absence of any reaction from the African side in the case of the shooting of a Guinean citizen in New York and remarked on the inadmissibility of such oversights. In such situations, the home government had an opportunity to demonstrate its concern with the well-being and safety of migrants and thereby strengthen the connection with diasporas, even through purely symbolic gestures.

The appropriate role of governments in its relations with migrant networks was another issue discussed in the context of confidence building. In particular, participants' attention was drawn to the question of the autonomy of migrant networks vis-à-vis the government. It was pointed out that close association of diaspora networks with the government as, for instance, in the case of Nigerian and Eritrean migrant organizations, has both advantages and disadvantages. The advantages are associated with the availability of a direct link to the government and its clear support. However, such arrangements may influence the way migrants relate to the diaspora organization in question, particularly if migrants have sensitivities regarding relations with the home government. In addition participants were

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<sup>18</sup> Trust deficit between diasporas and governments was also discussed in the previous session, "Partnerships in Migration and Development".

warned that too much government involvement and attempts by the state to regularize diaspora associations may lead to their bureaucratization.

Thus, it was agreed that governments should avoid an interventionist approach. While initiating and supporting the establishment of migrant networks, the state should respect the autonomy of migrant associations and give them an opportunity to find their own means to secure their legitimacy among the migrant community.

Many participants underlined the importance of giving migrants an opportunity to take part in the political process of their home country through national elections. For example, in El Salvador diasporas are actively participating in the political life of the country. The political lobby of migrant communities in this country is so significant, especially on the local level that, prior to the presidential elections, the candidates are organizing election campaigns not only in the country, but also in the U.S., where the majority of migrants live. In this context, the advantages of introducing dual citizenship were also discussed.<sup>19</sup>

#### *Government services for migrants*

In the course of the discussion, participants stressed the significance of consular services as the main avenue for the interaction between the country of origin and migrants. It was underlined that diplomatic missions should effectively realize the government policy in relation to migrants, and operate in a way that would contribute to the development of a positive relationship with diasporas and make migrants feel valued and appreciated by the home government. To achieve these objectives, the work of diplomatic missions should be based on respect and non-discrimination, simplification of administrative procedures, and high quality of services geared towards serving the needs of diverse migrant groups.

Several examples of extensive services offered to diasporas by some consulates were presented. The Philippines have developed a network of resource centres with the aim of promoting and protecting migrant workers' interests, as well as preparing them for reintegration on their return home. The resource centres are established all over the world wherever there is a community of 20,000 Filipinos or more. In the centres, labour attachés, doctors as well as welfare and social officers are deployed in order to provide legal, medical and psychological assistance to Filipino workers and their families.

Tunisia also has consular offices in areas where there are larger concentrations of expatriates offering the services of different experts, including social attachés. The consulates are responsible for maintaining the link with migrant associations and for organizing various cultural activities and educational programmes aimed at fostering ties between the Tunisian migrant community and the home country.

The interventions made by various participants revealed that many governments are trying to improve their consular networks in order to strengthen the two-directional interaction with diasporas. For instance, the foreign ministry of Peru has developed a "new vision" for its consular services in order to improve the facilities available to migrants. Within the framework of this policy, a number of service areas to be offered by the consulates were identified, including protecting migrants' rights; providing legal and humanitarian assistance; fostering cultural ties with the country of origin; encouraging the exercise of democratic rights of nationals living abroad, and promoting the economic link with Peru, notably through the facilitation of remittances. Moreover, advisory councils representing Peruvian communities living within the jurisdiction of consular offices were set up to develop a direct and continuing exchange between migrant and the consulates.

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<sup>19</sup> For a discussion of both issues, i.e. on migrant political participation and dual citizenship, refer to the Break-out Group section of the session on "Migration and the Millennium Development Goals", as well as to the General Discussion section of this session.

It was observed that maintaining consistent contact with large diasporas was a great challenge, especially for smaller countries. In order to address this challenge, some countries, for instance Guatemala, organized mobile consulates to provide services to expatriate Guatemalans living away from the big cities where the permanent consular offices are located.

The importance of the role of international organizations and NGOs in assisting governments to reach out to diasporas, either through mediating or capacity building, was reiterated.

### **Role of diasporas in government policy formulation and support**

The issue of diaspora participation in the development and support of government policy was also discussed. It was agreed that migrants can be important actors in the formulation of their host government's domestic policy. This is the case, for instance, in the U.S., where resident diasporas are major advocates for their citizens abroad and for people of their national descent or, in some cases, for their government policies. For example, Mexican diasporas had a strong influence on the U.S. policy towards Mexico. Thus, diasporas can make a major contribution to the development of their country of origin by playing the role of its ambassador in the host state. The need for the home government to facilitate the capacity of the migrant community to perform this function was underlined.

Migrants are more likely to advocate the policies of the home country if they are able to participate in the formulation of the policies in question.

At the same time, a participants warned against diasporas' getting too actively involved in the political and strategic issues of their host and home countries, as such attempts can breed suspicion and intolerance towards migrant associations on the part of the host government and society. It was argued that diasporas should instead focus on the areas that are less politicized but which can really help to advance development of their home countries.

The ability of diasporas to encourage change in their countries of origin not only in political but also in more technical areas was noted. The impact Indian diasporas had on the implementation of market reforms in India was referred to as an example. In order to attract migrants' investments governments had to simplify relevant regulations and carry out reforms to create a favourable investment climate in the country. Another example is the civil service reform currently taking place in Ethiopia, which was initiated by diasporas.

### **Role of the media and new technologies in diaspora mobilization**

In the course of the discussion the potential of the media and the local press in reaching out to diasporas was mentioned. The example of the Philippines was referred to, where the media is involved in informing expatriates about the possibilities to interface with the government and the private sector, as well as the opportunities available in the country.

The role of new technology in consolidating and mobilizing diasporas was raised, particularly in the context of the use of the internet. Many participants emphasized the significance of the internet as an excellent tool for connecting people outside and inside the country that can help to maintain the link among members of diasporas, between migrants and their friends and relatives in the home country, between migrant associations, research centres and universities in the country of origin, as well as between diasporas and the government.

Particular attention was devoted to the role of the internet in helping consulates to maintain a connection with migrants. Two key uses of the internet were identified here: first, dissemination of information regarding consular services, which is particularly important

when diasporas are distributed over large territories and, second, keeping track of people as they move or change work places.

Many governments are also using the internet to inform migrants about investment opportunities in the home country, policies targeting diasporas, as well as job opportunities for migrants wishing to return. The participants were informed that in El Salvador the government is using a broad and complex system of knowledge management that incorporates a variety of tools, including the internet, to network with its expatriate communities.

One participant argued that the main role of technologies such as the internet, which allow diasporas to retain a continual and multilevel link with their home country, is to help migrants maintain their sense of identity and emotional ties with their country of origin. It was suggested that since identity is the basis of the relationship between diasporas and home countries, the role of digital technologies in aiding expatriate communities to maintain their sense of national identity needed to be explored further.

The internet can also be used by host countries to provide a variety of information to future immigrants as part of their pre-arrival orientation, thus making their integration into the host society easier. To illustrate the potential role of the internet in this area, reference was made to a refugee resettlement programme carried out in the U.S. for a group of refugees from Laos, who had spent a long time in Thailand. The great difference in their ability to adjust to the life in the U.S. between the first group of refugees participating in this programme, who did not have access to the new technologies, and the second group, which actively used the internet to keep in touch with their relatives in the U.S., was underlined.

Another type of new communication technology that could be used as a means to maintain contact with migrants was text messaging. It was observed that as mobile phones are ever more widely used, text messaging would become an increasingly important facility that could be utilized in a variety of ways. For instance, the government could use text messaging to conduct opinion polls among migrants.

At the same time, it was agreed that technology was not to be viewed as a panacea for networking with migrants. In many cases, diaspora communities were socially excluded in their host environments and did not have access to the internet or other new technologies, or the skills to use them. Besides, the older generation is sometimes disinclined to rely on new technologies. Thus, while new modes of communication should be utilized by the government, particularly to maintain ties with younger people, technology cannot replace direct face-to-face interaction, which should be provided by consulates.

### **Summary: main obstacles to diaspora mobilization and ways to overcome them**

In conclusion, a general consensus was reached that more needs to be done to include migrants in government policy making. In this respect, a number of obstacles to closer government-diaspora relations and ways to overcome them were identified. The following challenges were cited as the most significant: lack of trust between the two parties; diversity of diaspora groups; conflict of interests between the host and home countries as well as within the migrant communities and, finally, incoherence of policies towards diasporas.

It was argued that to overcome these obstacles, both host and home governments needed to find out more about their diasporas and show an appreciation of migrants' contribution to the economic, cultural and social lives of both countries. In building a relationship with migrants governments should adopt a facilitating rather than a controlling approach. At this juncture, the need to improve consular facilities for diasporas was again underlined. Finally, it was suggested that a focal point for migration and development issues be created within

governmental structures and other steps undertaken by governments to enhance the coherence between the various policies dealing with these two subject areas.



## DIASPORAS AS AGENTS OF DEVELOPMENT

*A presentation by IOM on the initial analysis of the questionnaires returned in preparation for this workshop.*

**Gervais Appave**, Director, Migration Policy, Research and Communications, IOM

This presentation provides a preliminary analysis of the responses by participating countries to the questionnaire entitled “*Engaging diasporas as agents of development for home and host countries*”, which had been forwarded to IOM member states and observers with the aim to collect useful information on policies to engage diasporas for development.

The questionnaire contained 18 questions designed to meet seven specific objectives: the review of existing policies, institutions and laws targeting diasporas as agents of development; deepening our understanding of, and comparing different sets of policies designed to manage relations with diasporas abroad and nationals living in a third country, and identifying the specific needs and priorities of IOM members and observers on diaspora issues. The questionnaire was also intended to examine the relation between migration and development agendas; to establish tools and instruments through which governments could interact with diasporas for development; to identify major obstacles to involving diasporas in development programmes and, finally, to define regional trends, if any are manifest. The questionnaire was aimed at both developed and developing countries.

The current analysis is based on data received from 42 countries,<sup>20</sup> including 31 developing<sup>21</sup> and 11 developed countries.

The results revealed a strong policy engagement among respondents: a total of 95 per cent of respondent governments are involved in cooperation with diasporas abroad, and 76 per cent with foreign diasporas on their own territory. A great diversity of programmes in a variety of sectors, ranging from economics and politics to food, music and religion, was mentioned by governments. For example, the Estonian expatriates programme, the “come home” campaign in Kenya, the information centre for returning Lithuanians, summer schools for young diasporas in Tunisia, the Bosnian diasporas’ congress and “colombia nos unes”, a government strategy introducing a package of measures. The survey also showed an increase in governments’ efforts to engage with diasporas. Most respondents indicated that new programmes were being developed, such as the National Forum for Diasporas in Burundi, the 2010 Ukrainian Program, the new migration programme in Chile, a qualification database and investment code aimed at diasporas in Benin, and capacity building and remittance projects in Sudan.

Another indication of existing policy interest in regard to diasporas is the relatively strong interest shown by responding countries in data collection on migrants abroad: over 70 per cent indicated some engagement in this area. On a regional basis, the highest proportion of respondents collecting data on their diasporas was found in the Asia-Pacific region with a total of 100 per cent, while the lowest, with just under 60 per cent, was in Europe. Accurate information is essential to be able to determine the most effective means to increase diaspora engagement in the development process. However, further analysis is required to assess the degree of reliability and comprehensiveness of such data. It should be noted that governments

<sup>20</sup> Algeria, Australia, Azerbaijan, Bangladesh, Benin, Bosnia, Burundi, Bulgaria, Canada, Cape Verde, Chile, Colombia, Costa Rica, Cote d'Ivoire, Estonia, Ethiopia, Germany, Greece, Haiti, Honduras, Hungary, Iraq, Kenya, Lithuania, Macedonia, Mexico, Mozambique, Pakistan, Peru, Philippines, Portugal, Romania, Rwanda, Serbia and Montenegro, Sierra Leone, Thailand, Tunisia, Venezuela, Ukraine, Uruguay, Zambia and Zimbabwe. Questionnaires from six more countries were received at a later stage: Belgium, El Salvador, Indonesia, Italy, Madagascar and Sudan. However, survey results from these countries could not be incorporated into the data analysis because of their late arrival.

<sup>21</sup> OECD DAC List of Aid Recipients, as of 1.01.2003.

cited the lack of, or difficulties in collecting the necessary data among the main obstacles to policy development.

In the questionnaire, diasporas was broadly defined as “people and ethnic populations who had left their homelands, individuals and members of networks and associations maintaining links with their homelands”. The transnational dimension of the term was also highlighted. This broad definition was used to acquire inclusive information on the categories of migrants targeted by governments. Interaction with specific groups can serve as an indication of the direction of government policy interests. It emerged that governments had established partnerships with a diversity of diaspora groups, including migrant workers associations, student and young people groups, community associations and business and professional organizations. The results provided an insight into the degree of organization of diasporas, for instance the Mexican government interacts with the Consultative Council of the Institute of Mexicans Abroad, which appears to be a broad and well organized national-level structure. In addition, the survey confirmed the transnational nature of diaspora networks, which in effect acted as bridges between countries. Concerning Romania, for example, there are references to Franco-Romanian, Australian-Romanian and similar communities.

In response to the question whether migration is incorporated into the official development agenda, 69 per cent of respondents answered in the affirmative. It should be noted that 77 per cent of developing countries compared to 55 per cent of developed countries gave a positive answer to this question. This part of the questionnaire also demonstrated the variety of government efforts to create linkages between migration and development. Some of the trends in their approaches to incorporate migration into the development agenda included making it a general policy objective; establishing a connection between education and migration by, for instance, admitting foreigners for studies and training; addressing linkage between employment and migration policies by, e.g., focusing on labour mobility; mobilizing the financial resources of migrants by facilitating remittance transfers, attracting foreign direct investment, and providing business support.

Nevertheless, it should be emphasized that, although many governments were attempting to establish a connection between migration and development policies, the linkages appeared weak, with relevant policies either recent or announced, but not necessarily implemented. Further research on the concrete and effective relations between migration and development policies is still required.

Different general policy trends can be inferred from the survey results for groups of countries according to their level of development.<sup>22</sup> High-income countries tend to be primarily concerned with the issue of integration of foreign diasporas residing within their borders, as well as with development policies which take into account ethnic diversity and multiculturalism. High-income countries are also more interested in promoting their economic and cultural identity abroad through the members of their own diasporas. At the same time, there is an increased awareness among the developed countries of the need to stimulate the return of their highly qualified professionals. Governments of middle and low-income countries exhibit more interest in migrants as remittance senders. These countries encounter specific challenges in working with diasporas, notably the reluctance of migrants to cooperate with home governments, and difficulties in identifying the right interlocutors.

It should be noted that respondents, regardless of their level of development, indicated their role as both sending and receiving countries and asserted their double interest in the issue.

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<sup>22</sup> Of the respondents, 26 per cent are high income, 36 per cent are middle income and 38 per cent are low-income countries.

The questionnaire revealed a great number and variety of institutions responsible for addressing issues related to diasporas; these included various ministries such as for immigration, labour and social affairs, the interior, foreign affairs, population and ethnic affairs, as well as state committees for migrant workers, irregular migration, trafficking, nationalities and migration; agencies and administrations for refugees and displaced persons, border control agencies etc. Moreover, in many cases several different government agencies deal with diaspora issues in the same country. Notably, institutions working with diasporas abroad typically differ from those dealing with issues related to migrants residing in the country. This diversity and lack of coordination between different stakeholders constitutes a great challenge for the development of effective and coherent policies for diaspora engagement. Thus, there is a real need for information exchange and harmonization between government institutions working with migrants.

The survey underlines the key role of representations abroad, such as consulates and embassies, in reaching out to diasporas. Another trend that can be identified in this context is the emergence of specific pro-diaspora units within ministries, specifically concerned with diasporas abroad. This is a recent development as many of these structures were created after 2000 and exist in the following respondent countries: Ethiopia, Lithuania, Bulgaria, Peru and Serbia Montenegro.

From this first analysis it appears that governments deal with their diasporas through a combination of both direct and indirect measures: the former include policies, projects and direct financing, while the latter cover voting and property rights, and creation of a favourable investment climate. The granting of dual citizenship appears to be one of the most significant measures as it both symbolises the dual connections of diasporas, and facilitates investments in home countries. Many countries granted double citizenship rights only very recently.

It has also become evident that, although governments are willing to give indirect support to organizations for diasporas abroad, they are often reluctant to offer direct financial support.

The results demonstrate a high level of interest in remittances among the respondents: approximately 55 per cent of the sample governments state that they have introduced specific initiatives to facilitate remittance transfers. Latin American countries responded in more concrete terms than others regarding the methods used to mobilize the financial capital of diasporas: Colombia, Honduras and Chile point to their specific agreements with banks and consulates designed to facilitate transfers. Fewer countries responded that they channelled remittances towards development projects. However the questionnaire provides some examples of innovative programmes, such as the “Programa Iniciativa Ciudadana three-plus-one” in Mexico; “Solidarity with my people” in Peru; the creation of a foreign direct investment agency specialized in diasporas in Bosnia, and “remittances for poverty alleviation projects” in Sierra Leone. At the same time, it emerged that very few respondents offered financial packages, such as, e.g. special bonds or offered tax exemptions to attract diasporas.

In terms of government attention to the non-financial resources of migrants, the survey shows that 38 per cent of the respondents collect data on their diasporas’ qualifications. As expected, labour sending countries are those predominantly interested in acquiring this type of information.

In respect of the human capital of diasporas, medical and research sectors clearly appear to be the areas of priority interest across regions in both developed and developing countries. In these areas, many countries cooperate with professional associations, for example Australia has two fellowship initiatives for expatriates, funded by the National Health and Medical Research Council, and Germany seeks to attract academic and scientific experts from its diasporas in the U.S.

A number of countries, such as Mozambique, Zambia, Azerbaijan, Côte d'Ivoire, Cape Verde and Lithuania have temporary return programmes. However, such programmes are not considered to be a priority by the majority of respondents. This issue requires further analysis.

The results of the questionnaire offer many examples of innovative programmes targeting human resources, including an annual seminar on diaspora qualifications organized in Côte d'Ivoire, a job specification database developed in Bangladesh, a database on skills and qualifications established in Tunisia, and a programme introduced in Lithuania for the return of skilled migrants. However, it is difficult to assess the effectiveness of these programmes from the responses received, and closer investigation is called for.

The survey shows that governments recognize the importance of partnerships in diaspora policies. Most low and middle-income countries have formed partnerships with international organizations, most commonly with UNDP and IOM, but also with the ILO, the IMF, the World Bank or UNHCR. One of the important findings in this context is that chambers of commerce appear to be significant diaspora partners; for instance, bilateral USA-Bangladesh and UK-Bulgaria Chambers of Commerce, or the Network of Colombian chambers of commerce. The clear suggestion is that chambers of commerce have great potential as actors in the field of migration and development.

Public institutions, notably schools, universities and hospitals and local development agencies are cited as partners by a number of countries. International development agencies, such as DANIDA, USAID, AusAid and financial intermediaries, for example Forex in Sierra Leone and Interbank in Peru, also participate in partnerships with some of the governments.

Given that collaboration between countries of origin and of destination is acknowledged as one of the keys to effective diaspora resource management, establishing whether and to what extent sending and receiving countries engage in partnerships was one of the main aims of the research. Although a number of respondent countries participate in this type of cooperation, it appears that, in general, collaboration between host and home governments is limited and difficult to establish. Several countries identified the lack of partnership between host and home countries as a major obstacle to developing diaspora policies.

In this respect, it should be noted that the responses showed a clear correlation regarding partnerships between home and host countries and labour migration dynamics; thus, countries of origin with active labour migration programmes are more likely to seek partnerships with countries of destination. There is also an indication that recruitment agencies are increasingly involved in partnerships between countries of origin and destination.

A final major outcome of the survey related to partnerships is that within the broad context of cooperation with migrant representations, diasporas participate as privileged business partners. This trend reaches beyond remittance transfer towards broader areas of financial activities, such as trade exchange and foreign direct investment. A large number of governments identified business associations, networks and clubs among their diaspora partners.

Among the obstacles to effective diaspora management, the respondents identified challenges such as the assessment of the development potential of diasporas, i.e. accurately identifying the resources available for development purposes; financing governmental work with diasporas; data collection; overcoming competition among diaspora groups and building partnerships with home or host countries. Other obstacles mentioned included the lack of communication among departments, community representatives and corporate actors.

Among the respondent countries, 58 per cent rated their government's measures and policies for engaging diasporas as partners for development as "successful" or "very successful". At

the same time, many recognized the lack of evaluation tools and insufficient maturity of the programmes to make meaningful evaluations possible.

One of the important issues that arise from the results of this survey concerns the long-term development impact of diaspora programmes. In some cases, it appears that attracting diasporas' resources can have important knock-on effects, for instance the Bosnian "Foreign Investment Promotion Agency" which is designed for the country's diasporas abroad, contributes to broader foreign direct investment initiatives. Programmes designed to attract qualified nationals abroad can also attract non-nationals.

Another interesting question is whether technology can be said to compete with government policies. Australia pointed out that the global development of communication systems makes it less clear what added value government institutions could provide when markets, financial and commercial, already offer well-defined opportunities.

The limited number of gender-specific programmes or interlocutors among diasporas is another point which should be mentioned.

The analysis of responses shows that the key governmental priorities are to learn about international good practices, to improve capacity to implement and manage diaspora programmes, and to improve coherence between migration and development agendas. It also demonstrates that many countries have formulated diaspora-oriented policies or action programmes, but are yet to incorporate them within broader development frameworks at the national level. There are indications of differences in priority interests and concerns among government agencies, but the questionnaire may not have been sufficiently detailed to capture them accurately.

In response to the request to name their main policy needs, governments mentioned the following policy directions: design of a "policy guide" to incorporate diasporas in the development agendas; identification of "good practices"; increasing governmental awareness of the development potential of diasporas, and identifying partners within diasporas. In general, these policy requirements fall into four areas of need: knowledge, exchange, awareness and evaluation.

Despite a limited sample, the questionnaire has produced a set of representative responses and interesting case studies that will help IOM to take this study forward. However, for accurate and reliable analysis, and a comparative view on policies engaging diasporas for development, a larger sample is required. Responses are therefore sought from the participating states that have not yet completed the questionnaire.

## CLOSING REMARKS

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Migration and development are two distinct policy fields. The aim of establishing a dialogue between migration and development communities is not to create a new domain, but rather to build a bridge between these two constituencies. This seminar has enabled participants to make some progress towards that goal.

During the seminar, many issues of relevance to the migration and development equation were raised and thoroughly analysed: remittances, diaspora, brain drain and brain circulation, root causes of migration, return and reintegration, and labour migration. The discussion, which was lively and open, allowed the participants to not only gain a deeper understanding of the issues at hand and to see more clearly the challenges and tasks involved, but also to derive some important lessons for policy makers and practitioners.

First of all, it has become evident that a realistic view of the potential of migration for development, and an understanding of its limits, is essential: it should be recognized that migrants' resources are not a substitute for, but a complement to, economic development. Moreover, a more accurate sense of what can be achieved at different levels is required. While the global level is appropriate for the identification of broad strategic frameworks and directions, at the regional, bilateral and national levels, efforts should have a more concrete focus, notably in terms of capacity building and project implementation. It should be emphasized that at every level of engagement, there are possibilities for constructive action. Focusing on achievable objectives, or in the words of Mr. Chukwu Emeka Chikezie, "reaching for the low-hanging fruit", is probably the most effective way of moving forward.

Secondly, the discussion underlined the necessity for practitioners to have a better understanding of needs and opportunities. Clearly, diasporas are not a monolithic entity. Diasporas include diverse groups: short and long-term expatriates, first and second-generation migrants, and so on. Effective cooperation with each of these groups requires a distinct set of strategies.

Another important consideration is the nature and extent of necessary intervention. Although the views on the amount of regulation needed vary, it is essential to avoid the temptation to instrumentalize migrants and over-regulate financial and non-financial flows associated with them. A better course of action might be to remove existing obstacles allowing the resources of diasporas to express themselves through a natural pattern of human and financial interaction.

Finally, in devising policies to maximize the benefits of migration, it is important to remember that migrants are people whose actions are largely based on individual motivations. Thus, it is necessary to consider which motivational triggers and incentives can be used most effectively to mobilize their resources for development. One of the options is altruism. However, although there is some evidence that expatriate communities make considerable contributions on a philanthropic basis, this happens mostly in the event of emergencies. In order to elicit diasporas' participation in the process of development in the long term, other incentives are needed. From the many examples of successful policies given during the seminar, it becomes apparent that the interventions that work best are the ones that are consistent with the principle of enlightened self-interest.

## **APPENDIX: APPROACHES TO MIGRATION AND DEVELOPMENT**

One of the most important features of the Workshop on Migration and Development held within the framework of the IOM International Dialogue on Migration from 2 – 3 February 2005, was the informal sharing of experiences and lessons learned both by governments and by non-governmental and intergovernmental organizations. These are discussed in more detail in the body of the report. A large selection of these approaches have been distilled and listed below for greater ease of reference. These approaches should not be viewed as mandatory practices, nor is the list exhaustive. Rather, these should be regarded as some of the possible approaches governments (both from developed and developing countries) and organizations could consider when devising strategic approaches to migration and development.

### **1. Pursuing Policy Coherence on Migration and Development Policy Agendas**

- Develop synergies between national migration and development policies, including through:
  - establishing an open exchange of information;
  - improving inter-ministerial coordination and joint implementation of policies and programmes at the national level.
- Foster coherence in capacity building through the integration of capacity building for migration management into existing bilateral and other programmes and policies to promote:
  - good governance;
  - synergies between migration policy and development cooperation.

### **2. Partnerships in Migration and Development**

- Strengthen government cooperation with international organizations, civil society and migrant organizations.
- Enhance information exchange among governments, and between governments and international organizations to generate comprehensive and accurate migration-related data.
- Involve and coordinate efforts of relevant stakeholders. including through:
  - identifying key stakeholders in migration and development;
  - building trust between the government and relevant stakeholders;
  - institutionalizing partnerships;
  - devising incentives for stakeholders to engage in partnerships;
  - encouraging ownership of partnerships by governments and other stakeholders;
  - structuring capacity building to include all relevant stakeholders, and
  - clarifying the role of diasporas in government policy making and programme implementation.

### **3. Migration and the Millennium Development Goals – Poverty Reduction and Remittances**

- Improve baseline data collection on remittances.
- Conduct further studies of decision-making mechanisms with regard to the transfer and spending of remittances.
- Promote transfer of remittances through official channels.
- Reduce the cost and enhance the accessibility of remittance services for migrants, including through:
  - streamlining the process of remittance transfer;
  - encouraging banks to facilitate the remittance transfer process, and
  - facilitating improved access to financial services in local communities in cooperation with financial intermediaries.
- Develop investment schemes and vehicles into which remittances can be channelled, such as industry, education, infrastructure development, and establishment of small and medium-sized enterprises.
- Devise incentives to channel remittances into development schemes, such as special tax reductions, instead of seeking to gain direct control over remittances.
- Tailor incentives to the needs and interests of different migrant groups.
- Encourage migrants to establish small and medium-sized enterprises, including by:
  - cooperating with banks to create a link between remittances and micro-credit financing for entrepreneurial activities;
  - providing business advice and consultation to migrants;
  - restoring migrants' trust in banking system, and
  - improving the dissemination of information among migrants on investment opportunities and incentives offered by government.
- Provide additional support and protection to families of female migrants.
- Avoid over-reliance on remittances in terms of development policy, and
- Avoid exclusive focus on remittances when working to mobilize migrants' resources.

### **4. Approaches to Encouraging the Engagement of Diasporas in Development**

- Create institutional space and opportunities for dialogue between governments and diasporas.
- Develop coherence in policies targeting migrant communities, including through approaches such as:
  - establishing a focal point inside the government for working with diasporas, and



- enabling different government units to engage effectively with diasporas on local, state, federal and chieftaincy levels.
- Develop positive communication between governments and diasporas and build trust, including through approaches such as:
  - increasing the transparency of government development strategies and goals;
  - supporting the establishment of migrant networks, while respecting their autonomy;
  - developing partnerships with diasporas, and
  - engaging migrants in dialogue giving them the opportunity to be involved in the process of policy making and engaged in development programmes in a variety of ways, including project identification, implementation and monitoring.
- Understand and recognize the diversity of diasporas, including through approaches, such as:
  - identifying diasporas and developing a national database;
  - developing templates to profile and map diasporas;
  - developing policies and practices to promote alternative ways of engaging diasporas depending upon their profiles, and
  - developing research to analyse the impact of diasporas' contribution to economic development.
- Improve outreach to diasporas in countries of destination, including through approaches such as:
  - improving consular services, and
  - using media and new technologies to reach out to diasporas and inform them about ways to interface with the government.
- Foster a sense of belonging among the members of diasporas, including through approaches such as:
  - introducing dual citizenship, and
  - giving members of diasporas the opportunity to participate in the political process of the country.

## **5. Approaches to Engage and Maximize the Effect of Non-financial Resources of Diasporas**

- Establish effective policies to counteract brain drain and promote brain circulation to allow both countries of origin and of destination to benefit from migration through knowledge and skills transfer by:
  - Facilitating temporary labour migration through:
    - developing cooperation between countries of origin and of destination;
    - treating contract migration as a major source of support to the economy;
    - ensuring returns of temporary migrants by developing a legal framework for temporary labour migration - GATS Mode 4 could be a useful opportunity to regulate and enhance migration of this kind;
    - involving recruitment agencies of both home and host countries in facilitating migration;

- establishing clear admissions procedures, and
  - developing policies to utilize the fruits of contract migration as a tool for development and poverty alleviation.
- Facilitating and providing incentives for temporary returns of qualified immigrants through cooperative efforts of countries of origin and destination, as well as international organizations and diasporas to:
- facilitate the transfer of knowledge and skills, for instance through training programmes;
  - develop entrepreneurship in the countries of origin;
  - encourage investments in home countries, and
  - maintaining a link between home countries and their diasporas.
- Facilitating the movement of diaspora members between home and host countries. Some possible policy approaches include:
- introducing dual citizenship, and
  - making special arrangements for migrants to encourage them to return or visit their country of origin.
- Providing reintegration assistance and devising special programmes for returning migrants to ensure that their skills are utilized.