THE MIDA EXPERIENCE AND BEYOND

IOM International Organization for Migration

The opinions expressed in the report are those of the authors and do not necessarily reflect the views of the International Organization for Migration (IOM). The designations employed and the presentation of material throughout the report do not imply the expression of any opinion whatsoever on the part of IOM concerning the legal status of any country, territory, city or area, or of its authorities, or concerning its frontiers or boundaries.

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

_____

_____

50_09

THE MIDA EXPERIENCE AND BEYOND

Operationalizing Migration for Development Across Regions

IOM International Organization for Migration

Family members are enlisted to help spread the Ghanacoop word. Ghanacoop is a cooperative of Ghanaian migrants in the Italian city of Modena and created through IOM's Migration for Development in Africa (MIDA) programme.

© IOM 2007 - MGH0057 (Photo: Jemini Pandya)

IOM Team

Steering Committee	Maureen Achieng, Gervais Appave, Christophe Franzetti, Jean-Philippe Chauzy, Frank Laczko, Ndioro Ndiaye, Sophie Nonnenmacher, Meera Sethi, Paul Tacon, Elizabeth Warn
Main authors	Susanne Melde, Rougui Ndiaye-Coïc
Contributing authors	Maureen Achieng, Mira Brady, Jean-Philippe Chauzy, Birgit Kopainsy (Millennium Institute/University of Bergen), Ndioro Ndiaye, Sophie Nonnenmacher, Matteo Pedercini (Millennium Institute), Meera Sethi, Paul Tacon, Elizabeth Warn
Publications Assistance	Anna Lyn Constantino, Valerie Hagger
English Language Editor	Ilse Pinto-Dobernig

Acknowledgments

CONTENTS

SELECTED ACRONYMS AND ABBREVIATIONS

ACP	African, Caribbean and Pacific Group of States
AU	African Union
CeSPI	Centro Studi di Politica Internazionale
CPLP	Comunidade dos Países da Língua Portuguesa (Community of Lusophone Countries)
D-MADE	Development Marketplace for the African Diaspora in Europe
DGCD	Direction Générale de la coopération au développement
DfID	Department for International Development
DIAS de Cabo Verde	DIASpora for DEvelopment of Cape Verde
DRC	Democratic Republic of the Congo
ECA	United Nations Commission for Africa
ECOWAS	Economic Community of West African States
EEC	European Economic Community
EU	European Union
GCIM	Global Commission on International Migration
GDP	Gross Domestic Product
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
ICEM	Intergovernmental Committee for European Migration (later ICM and now IOM)
ICM	Intergovernmental Committee for Migration (later IOM)
ILO	International Labour Organization
IOM	International Organization for Migration
MERCOSUR	Mercado Común del Cono Sur

MDGs	Millennium Development Goals
MIDEth	Migration for Development in Ethiopia
MIDA	Migration for Development in Africa
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organization
OECD	Organization for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
POEA	Philippine Overseas Employment Administration
PRSP	Poverty Reduction Strategy Paper
RCG	Rural Credit of Guinea
RCP	Regional Consultative Process
RQN	Return of Qualified Nationals
QUESTS	Qualified Expatriate Somali Technical Support
SELMIG	Selective Migration
SME	Small and medium-sized enterprise
SWAP	Sector-Wide Approach
T21	Threshold 21 Model
TCLM	Temporary and Circular Labour Migration Model
TNS	Transnational Support
TRQN	Temporary Return of Qualified Nationals
UK	United Kingdom
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

UNITAR	United Nations Institute on Training and Research
UNV	United Nations Volunteers Programme
USAID	United States Agency for International Development
WHO	World Health Organization
WMIDA	Migrant Women for Development in Africa

PREFACE

Among the many, complex policy issues that are of interest to those responsible for the formulation of migration policy, there is none that has attracted, in recent years, more attention than the relationship between migration and development. Much of that attention has fallen on the very significant developmental impact of migrant remittances on developing economies. However, both developing and developed countries are now displaying increasing interest in exploring ways and means of enabling diaspora communities to put their *skills, knowledge* and *know how* at the disposition of their countries of origin. This is precisely the objective of IOM's **Migration for Development in Africa** (MIDA) programme.

Since its establishment in 2001, MIDA has sought to enhance development in Africa through more effective utilization of qualified and technically skilled expatriate African nationals in areas of priority need in both public and private sectors. It takes an innovative approach to this issue by supporting the transfer of skills of Africans in the diaspora through a variety of means: short term visits, longer term assignments, permanent return and even "virtual return" through distance learning arrangements have all been successfully attempted.

This book describes the emergence of MIDA from precursor projects, and goes on to survey progress achieved in the implementation of MIDA projects over the past several years. It highlights essential lessons learned, identifies elements of good practice that have emerged and points to further opportunities for the sharing of human and technical resources in the context of national development strategies.

I am pleased to take this opportunity to acknowledge the very special contribution of Mrs Ndioro Ndiaye, while Deputy Director General of IOM, to the formulation of the MIDA concept; and to her tireless efforts to ensure its growth and sustainability.

William Lacy Swing
Director General

INTRODUCTION[1]

From time immemorial, humans have moved individually and in groups, in search of opportunities through which to improve their individual and collective development prospects. Now as then, migration is often triggered by the quest for a better life. Regrettably, in too many instances migration is also an escape from violent conflict resulting from political instability and the conflicts they produce, or from natural disasters or ecological problems linked to climate change.

Fortunately though, developments of the 20th century illustrate the important positive role that migration can play in the lives of migrants and in the destinies of Nation States, be they on the sending or receiving end. Today, as a result, countries on all continents are paying migration more attention than they ever have, along with the associated human rights concerns.

I should state at the outset that migration is neither categorically an obstacle to development, nor the magic wand for its achievement. Instead, in both the migration and development fields, there is need to work towards policies that boost the positive potential of migration for development, and reduce any possible negative repercussions.

As we are often reminded, the estimated 200 million international migrants -- who represent some 3 per cent of the global population (UN PD, 2009) -- would, if gathered in one place, make up the fifth most populated country in the world. Despite the prevailing global economic crisis, available forecasts suggest that this trend will not be reversed anytime soon, pointing to further increases and diversification in patterns of mobility in the future.

Resulting from this unprecedented focus on migration has been growth in the number of countries across the migration spectrum, from all regions and continents, which seek to more actively engage with the International Organization for Migration (IOM). As a consequence, the IOM has increasingly had to develop policies and programmes that meet the varied needs and interests of the broader range of Member States of the Organization.

Less than a month following his assumption of office in October 2008, the IOM Director General William Lacy Swing took part in the second meeting of the Global Forum on Migration and Development (GFMD) at

---

[1]   Written by Mrs Ndioro Ndiaye, Former Deputy Director General of the International Organization for Migration.

which he stated unambiguously that migration and development policies and programmes needed to be action-oriented if they are to meaningfully deliver. MIDA is one such clear attempt to deliver practical outcomes to governments.

Migration and development, and the related concept of co-development, were among the points of interest to emerge from the European Council of Tampere in October 1999. In 2002, consensus was found in Monterrey on how to finance development and the recent Doha conference clearly identified diaspora mobilization and the productive investment of remittances as key to development. Similarly, the June 2000 Cotonou Agreement between the African, Caribbean and Pacific Group of States (ACP countries) and the European Union specifically addressed poverty reduction strategies and sustainable development.

Following on from this, a range of Regional Consultative Processes (RCPs) created the needed momentum on this issue that contributed to the UN Secretary General's 2003 decision to launch the Global Commission on International Migration (GCIM) that paved the way for the 2006 High Level Dialogue on International Migration, followed by the first and then the second Global Forum on Migration and Development, in 2007 and 2008 respectively.

The net outcome of these converging developments and events has been greater coherence in global actions and thinking in this field, as well as renewed appreciation of the relationship between migration and development, in particular, the manner in which migration management policies can contribute to development goals, and vice versa.

These positive developments notwithstanding, migration imposes important challenges for countries right across the migration spectrum. Migration issues have the same critical importance for Africa as they do for developing countries in Asia and Latin America.

Despite obstacles to migration opportunities, Africans are today among the most mobile population groups in the world. The extent of this migration is exemplified when one considers that sub-Saharan African countries host 15.7 million migrants (World Bank, 2009). In West Africa alone, in 2005 7.7 million persons (UN PD, 2009) lived in a country other than the one in which they were born. By contrast, the combined Member States of the Organization for Economic Co-operation and Development (OECD) hosted fewer than 7.5 million African migrants in 2005 (OECD, 2009). The challenges of managing this mobility are enormous, all the more so given that they are inextricably linked to weighty issues surrounding good governance and economic development.

One of the most complex resulting challenges of this mobility is that of brain drain. While the problem is not new, it has taken on endemic proportions with skilled Africans –- an estimated 20,000 annually since 1990 (ECA, 2004) -- emigrating in search of greener pastures. This outflow of skills and knowhow has taken a toll on

the public sector, especially in fields such as health and education. The private sector too has not been spared, even if it has been somewhat less affected than the public sector.

Against this backdrop, it is difficult to see how sub-Saharan Africa could hope to get onto a sustainable path towards economic development and implement comprehensive poverty reduction strategies as long as the negative impact of the ongoing brain drain is not mitigated. Without a critical mass of skills and knowledge, it will be impossible for developing countries to achieve durable economic growth, which is itself essential to producing and retaining skilled human resources.

It is in this context that the IOM MIDA programme was launched nearly a decade ago in recognition of the need to redress the skills gap resulting from brain drain. MIDA has sought to do this by mobilizing the development potential of the diaspora through continuous short-term assignments in their countries of origin, as well as through the transfer and sharing of knowledge and skills using available modern technology. This novel approach strove to find ways to encourage the productive investment of remittances, which are a significant and growing revenue stream for countries of origin that reached a global record level of an estimated USD 328 billion in 2008 (Ratha et al., 2009).

The issues that MIDA has continuously had to grapple with include the challenge of harnessing the rich pool of human resources that the diaspora represent -- encompassing skills, knowledge and networks -- for the development of their countries of origin.

Equally important is the question of how the privately generated funds that remittances are, and which greatly contribute to poverty alleviation at grassroots level, can be mobilized for development. What incentives, if any, can encourage expatriate communities to invest some of their savings in small enterprises and/or community infrastructure so as to foster employment generation and thus contribute to economic growth?

MIDA initiatives try to ensure that these key questions are at the heart of discussions on development by promoting the inclusion of migration in Poverty Reduction Strategies Papers (PRSPs) and in the reflection of policy makers involved in initiatives such as the Millennium Development Goals (MDGs).

The principle that progress can most effectively be achieved through partnership between host and origin countries is at the core of MIDA projects and programmes. Migrants, especially trans-nationals, are well-positioned to act as the bridge between these two partners based on their affinities with their countries of origin on one hand, and their host societies/countries on the other. Critical to note is that migrants, be they skilled or unskilled, will only become effective agents for development if their potential is maximized by ensuring their access to essential services and respect of their basic human rights that serve to reduce, if not eliminate, their exploitation.

Operationalizing Migration for Development Across Regions

MIDA is but a catalyst for cooperation between State and non-State actors such as the private sector, who share the belief that the formulation of supportive policies which fully take account of migration dynamics can pay dividends for both origin and host countries.

This report on MIDA reviews various approaches using, among others, qualitative interviews with IOM staff members involved in implementing MIDA projects. Such continuous reviews are vital to ensuring continuing relevance of chosen approaches in the fast changing world of migration and development.

Chapter I explains how the Return of Qualified Nationals (RQN) programme provided the conceptual matrix for MIDA, and charts its evolution in both theory and practice. An analysis of the current interactions between mobility and development in Latin America, Asia and the Pacific is used to provide the basis for discussion of the rationale for an extension of the MIDA concept beyond Africa.

Chapter II provides a detailed study of ongoing MIDA initiatives, identifying broad strategic approaches and outlining individual steps that contribute to the successful implementation of a MIDA project right from the assessment stage. Key among these are actions relating to outreach and promotion, and country of origin ownership.

Chapter III highlights the importance of ensuring continuous monitoring and evaluation, the challenges of doing so for MIDA-type initiatives notwithstanding.

Chapter IV looks at the place for MIDA activities in the light of developments in a range of diverse fields, including labour mobility, peacebuilding and South-South cooperation.

Chapter V offers practical advice to the policy makers who are called upon to 'mainstream' migration into national and regional policy frameworks.

Finally, Chapter VI consists of some essential recommendations flowing from the key observations contained in this report.

We trust that this report will be of some use to all those countries that seek to more actively engage their diasporas and migrants in national development efforts.

Bibliography

United Nations Economic Commission for Africa (ECA)
    2004   An Overview of Evidence, Secretariat paper presented to the first meeting of the Commission on 4 May 2004, <http://www.commissionforafrica.org/english/about/meetings/first/trends_and_evidence.pdf>.

IOM
    2008   *World Migration Report, Managing Labour Mobility in the Evolving Global Economy*, IOM, Geneva.

OECD
    2009   *The Future of International Migration to OECD Countries*, OECD, Paris.

Ratha, D., Mohapatra, S. and A. Silwal
    2009   "Outlook for Remittance Flows 2009-2011: Remittances expected to fall by 7-10 percent in 2009", *Migration and Development Brief 10*, Migration and Remittances Team, Development Prospects Group, World Bank, http://www.worldbank.org/prospects/migrationandremittances.

United Nations Department of Economic and Social Affaires, Population Division (UNPD)
    2009   Trends in International Migrant Stock: The 2008 Revision, (United Nations database, POP/DB/MIG Stock/Rev.2008), United Nations Population Division, New York, <http://esa.un.org/migration/index.asp?panel=1>.

Textbox 1: Migration and Development. The Portuguese perspective*

In recent years, migration issues and, in particular, the relation between migration and development, have assumed ever greater importance on the global agenda, and rightly so. Until fairly recently, Portugal was a country of emigration; but, over the last decades it has become a host country. As such, we are particularly well placed to share the view that migration flows must not be looked upon as something negative; on the contrary, they should be seen as an example of mankind's irrepressible drive to fulfil dreams and to offer a better life to future generations.

Migration is hardly a new phenomenon, but it has a new international relevance, arising especially out of development concerns, a fact that underlines its complexity and the occasional contradictions between different imperatives and objectives. One negative phenomenon, that is certainly not new but has been receiving some attention in recent times, is the mistrust associated to migrant flows. These flows are nowhere near being historically high, and we must proceed very cautiously when we hear suggestions that our migration policies should be driven by security requirements. Security is undoubtedly a factor that cannot be dismissed in modern societies, but it is considerably more important and relevant to focus on tapping the potential of immigrant communities to give free expression to the dynamics of development.

In Portugal, migration flows are still very significantly originating in Comunidade dos Países da Língua Portuguesa (CPLP)[2] countries, which, for historical reasons, are simultaneously the main recipients of Portuguese development assistance. Internally, the various Portuguese ministries have sought to work in an interdepartmental manner towards a global approach to migration. We have developed innovative initiatives which others have chosen to follow. We have a recent immigration law, incorporating the concept of circular migration – centred around the concern about brain drain in the countries of origin – and we have renewed our efforts at promoting integration through a national action plan for the integration of migrants (resulting in measures to be implemented by all departments concerned). With regard to our development policy, we have been focusing in particular on the role of diasporas for development.

During our presidency of the EU Council, in the second half of 2007, Portugal chose to work on the improvement of coherence between migration and development policies as one of the top priority issues. Our standpoint was always that we must keep our focus on an integrated perspective of

---

[*] Message by H.E.M João Gomes Cravinho, Secretary of State for Foreign Affairs and Cooperation, Portugal

[2] Comunidade dos Países da Língua Portuguesa – Community of Lusophone Countries. Members are Angola, Brazil, Cape Verde, Guinea-Bissau, Mozambique, Portugal, São Tomé e Príncipe and East Timor.

development and migration flows, as we understand that migration issues should not and cannot be treated by the EU merely as a security issue. As a result of this, in November of 2007, we were able to approve Council Conclusions that clearly aimed at a set of action areas to promote the coherence and efficiency of the Union, namely with regard to the promotion of circular migration and decent work, the facilitation of migrant remittances and the involvement of diaspora associations in the development process of countries of origin.

Portugal believes that it is of fundamental relevance to promote paths for the integration of immigrants in host countries, while at the same time motivating them to contribute to the development of their own countries of origin. Such a linkage provides a win-win dynamic because it can also contribute to immigrant integration in the host society, actively promoting civil engagement between the sending and receiving countries. The involvement of migrant communities in the policy process, and in general development aid activities, enhances the possibilities of integration, while at the same time enabling the consolidation of a dual identity that preserves the necessary links to the host society on the one hand and to the country of origin on the other.

The relation with migrant communities should be open enough to make them feel at home and enjoy their rights as well as respect their duties, but also give them space to preserve their identity and maintain links with their country of origin. As in other countries, we are currently addressing the situation of second-generation immigrants from the Portuguese-speaking African countries, some of whom are insufficiently integrated into their host community. This represents a double tension, for the identities of these groups are challenged both in their host country and in their parents' country of origin. Yet, these dual or multiple cultural identities should be seen as a natural part of global citizenship that opens new avenues for working together, and not as a weakness particular to the migrant. The contribution the migrant can make to the development of his or her home country should be seen as a considerable opportunity that should be stimulated and also factored into a more general strategy. A virtuous circle is easily identifiable here, in that the more integrated immigrants are in their host societies, the greater will be their potential in contributing actively towards the progress of their origin countries. This process should be seen not only through the participation of individuals but, most importantly, of civil society associations in different countries.

The case of Cape Verde

I would like to briefly mention Portugal's experience with Cape Verde as an example that may be of interest to other countries. In Cape Verde we have set up a pilot programme to address migration in a comprehensive manner in a country of origin, which we believe is developing into a useful and innovative instrument for migrants. Because we believe that constant dialogue with the stakeholders is critical to the solution of the problems, we have established a working group between Portugal and Cape Verde to define joint strategies that are appropriate for the specificity of Cape Verdian immigration in Portugal (which is also a transit country for Cape Verdian migration to other countries), including second-generation migrants, and

address the issues pertaining to migration in their multiple components. Our experience in the management of the multiple dimensions of migration between Portugal and Cape Verde has been very gratifying and positive, and the experience of CAMPO – a project that resulted from the recommendations of this working group – was so successful as to be integrated into a European project entitled "Strengthening the Capacity of Cape Verde to Manage Labour and Return Migration" within the Framework of the Mobility Partnership established with the European Union, with the overall objective of promoting legal mobility between Cape Verde and the EU.

Cape Verde is also host to the thriving programme "DIAS de Cabo Verde – DIASpora for Development", where the Government of Portugal joins the European Commission in supporting a local institution, and the IOM in promoting the involvement of young Cape Verdian professionals residing in the Netherlands, Italy and Portugal in an effort to build and strengthen key development sectors in Cape Verde.

To conclude, we know we face a considerable number of new challenges, but also a renewed awareness of the potential in the migration/development nexus, and our capacity to respond to these challenges will to a large degree depend on our ability to maintain a sensible and decent understanding of the link between migration and development, including the full respect for the rights of those who migrate.

CHAPTER I

Enhancing the contribution to development by diasporas and migrants: An evolving concept and its context[3]

IOM's major objective in the field of migration and development is to support and facilitate the efforts of governments and international organizations to leverage the development potential of international mobility for the benefit of society and individuals, thus contributing to the realization of the UN MDGs. The Organization acknowledges that, properly managed, the complex interrelationship between migration and development can benefit countries of origin and destination as well as migrants themselves in terms of growth, prosperity, capacity building and well-being. To optimize the positive contribution of migrants to the socio-economic development of their home country has long been one of IOM's strategic objectives. This chapter discusses both the origins of the concept and its evolution over the years in particular regional contexts.

IOM began to implement permanent Return of Qualified Nationals (RQN) programmes in the mid-1970s (EEC and IOM, 1992), initially in Latin America as one of three prongs of a broader programmatic approach to the migration for development concept, and later in Africa and Asia, where these programmes were conceived as offering an effective and practical response to the outflow of large numbers of skilled workers by redirecting and applying the skills and qualifications of emigrants to the development efforts of their home countries.

In the 1980s, IOM expanded its activities in this area by focusing on the role of financial transfers to Latin America by migrants abroad.[4] From the 1990s onwards and in addition to the traditional RQN programmes, IOM was also involved in post-crisis reconstruction programmes based on the RQN concept. Building on this experience, the Migration for Development in Africa (MIDA) initiative, launched in 2001, focuses on the contribution of highly skilled diaspora members[5] to their home communities through sequenced short-term and virtual returns. In recent years, labour migration of lower skilled workers has become a central component

---

[3]   This chapter was written by Susanne Melde, Project Coordinator, IOM Geneva, Switzerland.

[4]   Information obtained from José Pires, Regional Representative for Central America and Mexico, IOM San José, Costa Rica, 9 March 2009.

[5]   The following definition of highly skilled/qualified migrants is used here: "While there is no internationally agreed definition, two overlapping meanings are often intended. In very general terms a highly skilled migrant is considered to be a person with tertiary education, typically an adult who has completed a formal two-year college education or more. In a more specific sense, a highly skilled migrant is a person who has earned, either by tertiary level education or occupational experience, the level of qualifications typically needed to practice a profession." (IOM, 2008c, 494) This definition therefore includes skilled workers such as, for instance, nurses.

Operationalizing Migration for Development Across Regions

of IOM's programmes in Latin America, whereas in Asia, the initial project focus has recently shifted back to diaspora-related interventions (IOM, 2007b).

Section I.1 looks at the evolution of various approaches to the permanent reinsertion of skilled migrants in key institutions in their country of origin with the aim to enhance the long-term impact on development, prior to the emergence of the MIDA initiative. The more recent and expanded concept of short-term, virtual or financial transfers of diaspora resources in the MIDA initiative is considered in more detail in Section II.2. Section III addresses the regional trends and policy concerns in the various regions, and the final Section considers the way ahead.

Textbox 2: The evolving conceptual framework and related terminology

The aim of factoring the positive aspects of migration into development efforts was initially referred to as "Migration for Development" in programmes designed by IOM in Latin America in the 1960s. They were conceived as technical cooperation programmes and concerned:
- the recruitment of European experts for development purposes under Selective Migration (SELMIG) schemes and
- the training for immigrants in the countries of destination.

From the 1970s onwards, Migration for Development programmes in Latin America and the Caribbean focused on three activities:
- the transfer of qualified personnel, including RQN and SELMIG;
- the intraregional exchange of experts for technical cooperation, and
- the facilitation of return of students after completion of their studies abroad.

Over the years, together with the expansion of activities and their geographical range, the migration for development discourse was further enriched and new terms introduced (Ducasse-Rogier, 2001; IOM, 1990b; c; 2004b). However, for the sake of clarity, hereinafter RQN will be used in relation to concepts and programmes entailing the transfer of skills and know-how by skilled and highly skilled expatriates to their country of origin for development purposes.

MIDA designates both a programme and its underlying strategy (IOM, 2001) that go beyond RQN programmes and it will be referred to as such to distinguish it from the earlier technical cooperation programmes under "Migration for Development" in Latin America. To enable its application in other regions, the concept revolving around the positive contribution of migration to development is then referred to more broadly as "Migration **for** Development" (MIDEV) in contradistinction to "Migration and Development", which includes the aspect of fostering economic and community development in areas of high emigration pressure.

1.1   The evolution of Return of Qualified Nationals (RQN) programmes

The general aim of the RQN programmes was and remains to enhance the role and the utilization of knowledge and expertise of highly skilled migrants to support the socio-economic, technical and scientific development processes of their countries of origin. Focusing on demand-driven capacity building, these programmes matched the acquired professional experience and skills of emigrants with human resource needs in home countries. The programmes filled vacant posts (ICM, 1986) mostly through permanent returns, entailing reintegration assistance and financial incentives.

The basis for migration for development programmes was established as early as 1964 with the launch of the Selective Migration Programme (SELMIG) by the Intergovernmental Committee for European Migration (ICEM)[6] in Latin America. This first 'migration for development programme' involved the movement of professionals, technicians and migrant workers of European nationality to the Latin American region. In the 1960s, countries in Latin America realized that significant numbers of their professionals and skilled workers were migrating to developed countries (Fernández Lamarra, 1992)[7] and felt the need to attract qualified migrants to return and compensate the loss of their skilled nationals and to respond to the development challenges they faced. This programme was based on the prior assessment of manpower needs in the countries of origin to ensure the appropriate and effective recruitment and placement of candidates. In recognition of the huge wage differentials between Europe and Latin America, twofold financial incentives were introduced in the form of (a) a multilateral adjustment fund to compensate the migrants and (b) coverage of medical and accident insurance during the first year until participants were eligible for health and social security benefits in the beneficiary country (Ducasse-Rogier, 2001; IOM, 1990c).

Ten years on, the valuable effects of the SELMIG scheme generated, among others, through employment creation for the local population and the more productive use of human resources and related multiplier effects, had become evident. In response to concerns over brain drain expressed within the United Nations and other international agencies, and following a request by Latin American ICEM members and backed by other member states, ICEM launched RQN programmes in 1974 for skilled and highly skilled Latin American and Caribbean expatriates.[8] Considerations such as the absence of language barriers and the very low integration and cultural

---

[6]   The Organization became known as the Intergovernmental Committee for Migration (ICM) in 1980 in recognition of its global operations by that time, and eventually changed its name to IOM in 1989.

[7]   The emigration of professionals from Latin America was not a new phenomenon, but it had grown in numbers and importance and was acknowledged as such.

[8]   Initially, the geographical scope was limited to Latin American experts and professionals residing in Europe and subsequently expanded to expatriates in the United States, to where over 80 per cent of qualified Latin Americans had emigrated between 1960 and 70 (IOM, 1990b).

adaptation efforts needed in comparison to the high cost of settling experts of European origin in Latin America bore considerable weight (Ducasse-Rogier, 2001). Thus it was felt that the permanent return of expatriate experts was to be encouraged as being more effective than the shorter deployment of foreign highly qualified experts to counter the brain drain (ICM, 1987).

Following the initial experience in Latin America and the Caribbean, and a request from the European Economic Community (EEC and IOM, 1992), these programmes were expanded in the 1980s to include Africa and Asia.[9] The strong interest expressed by African nations to participate in the ICM RQN programmes reflected their serious concerns over the shortage of trained and professional manpower owing to emigration (ICM, 1987). The RQN programmes in Africa were introduced in 1983 and expanded under the terms of the Lomé III (1984) and Lomé IV (1989) Conventions among the ACP states and the EEC. Both conventions stipulate that "co-operation shall contribute to enhancing the value of human resources in the context of integrated and co-ordinated programmes, through operations covering education and training, research, science and technology, information and communications, participation of the population (and) the role of women and health".[10]

To meet the skills requirements in identified priority sectors according to national and regional programmes in the ACP region, the conventions called for support in assessing the skill levels and training formats necessary to achieve the development goals of each ACP country. In keeping with the political priorities of the countries concerned, the implementation of RQN programmes covering two of the three ACP regions[11] offered precisely this kind of support to meet the objectives of the Lomé and the 2000 Cotonou Agreements.[12] Under the broad heading of migration, the Cotonou Agreement explicitly states the objective of a demand-oriented transfer of knowledge for capacity building of national and regional administrations (IOM, 1996a; ACP – EC, 2000).

---

9   The RQN programmes implemented in the 1970s and 80s in Latin America and the Caribbean covered Argentina, Belize, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, the Dominican Republic, Ecuador, El Salvador, French Guyana, Guatemala, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Trinidad and Tobago, Uruguay and Venezuela (IOM, 1990b). An RQN programme targeting Afghan nationals living and working in industrialized countries willing to return on a short or long-term basis to Pakistan or Afghanistan to participate in the reconstruction process was initiated in 1989. The programme in Africa started with the three pilot countries Kenya, Somalia and Zimbabwe in 1983, and was later extended to Uganda, Ghana and Zambia. The resulting 550 returns slightly exceeded the expected number of participants. Over the course of the years, movements covered 20 African countries, including Angola, Botswana, Cameroon, Cape Verde, Guinea-Bissau, Côte d'Ivoire, Ethiopia, Lesotho, Malawi, Mozambique, Nigeria, Sierra Leone, Swaziland and the United Republic of Tanzania (Ducasse-Rogier, 2001; ICM, 1987; IOM, 2001).

10   Third ACP-EEC Convention, signed at Lomé on 8 December 1984 (Lomé III Convention), Part Two, Title VIII, Chapter 2, Art. 118, and Fourth ACP-EEC Convention, signed at Lomé on 15 December 1989 (Lomé IV Convention), Part Two, Title XI, Chapter 150.

11   Africa and the Caribbean.

12   See Articles 13, 79 and 80 of the Cotonou Agreement, where Art. 80 focuses on long-term return of ACP experts and professionals: "With a view of reversing the brain drain from the ACP States, the Community shall assist ACP States, which so request, to facilitate the return of qualified ACP nationals resident in developed countries through appropriate re-installation incentives." (ACP-EC, 2000)

Funded by the EEC[13] and implemented in collaboration with the United Nations Economic Commission for Africa (ECA), the first "Reintegration of Qualified African Nationals" projects were managed jointly by the then ICM recruitment missions in countries of residence, and placement missions in countries of origin. A central database was set up to support these efforts (ICM, 1986; IOM, 2000c). In all regions the RQN projects were based on precise indicators, such as the numbers of departures, candidate files and of placements. The success of the programmes depended not only on the availability of skilled expatriates to be matched with job openings in the home country, but also on the prevailing context likely to affect the outcome of the reintegration process (ICM, 1986; IOM, 1993; 1996b), such as:

- job opportunities
- the degree of labour competition
- socio-economic conditions in the beneficiary country
- labour and recruitment regulations
- administrative requirements by employers
- cost of living in the beneficiary country
- availability of housing
- wage differentials between host and home countries.

These programmes had to identify suitable candidates for predetermined key posts in the public and private sectors in the home country, and whose profiles had then to be screened and accepted by the employers. The professions were wide-ranging and included medicine, engineering, sciences, education, economics and computer science.

Reports show that the programmes resulted in higher levels of productivity and retention rates,[14] more effective use of human resources, improved supervision of other staff members in beneficiary institutions, enhanced potential for innovation, and the transfer of new know-how and skills leading, for instance, to new workplans and management support (IOM, 1994; 1995; 1996a; 2001). However, in terms of cost-effectiveness the score of such resource-intensive programmes is not very high.[15] A separate IOM evaluation (2000a) underlined

---

[13] Governments of the beneficiary countries had to allocate funds from their National Indicative Programmes, the funding tool for cooperation with the European Community.

[14] More than 90 per cent of returnees under the RQN programme in Africa stayed in their country of origin for two years or more (IOM, 2001).

[15] Cost-effectiveness is defined in terms of the costs required to produce the planned outcomes (IOM, 2000b). The cost of placing relatively few participants in this programme were disproportionately high (José Pires, 9 March 2009). However, compared to the expense of engaging an international expert, the programme may be seen to be cost-effective. The longer-term labour market multiplier effects should also be taken account of. The difficulty of assessing the return of the funds engaged in these programmes at individual, institutional and national level owing to the absence of available data was already pointed out in 1992 (IOM, 1992).

the positive contribution made by returned migrants in terms of capacity building in the institutions they had been assigned to and their administration, and thus to the local development process in general (IOM, 1994). However, the actual impact on the development process of the beneficiary countries at the macro level is not as clearly discernible and difficult to assess.

In Latin America and the Caribbean, a total of 11,554 qualified nationals returned to the region between 1970 and 1989 with the predominantly supply-driven operational support of IOM focusing on the resources available among skilled expatriates. The achievements of RQN programmes, such as those undertaken in Chile and Nicaragua, were largely related to the specific political and development contexts. The political changes in these countries led to political support and conditions conducive to the success of the programmes.[16]

On the African continent, the RQN programme used a generic approach for all beneficiary countries,[17] while trying to match job opportunities at national level with suitable expatriate candidates. It expanded throughout the 1990s, increasing the returns of qualified nationals per year from under 200 in 1990 to 800 in 1999. However, during the same decade, only few programmes were implemented in Southeast and South Asia, mainly because of the predominance of refugee movements related to the political upheavals at the time. During the 1990s, specific programmes based on short-term assignments were designed for Cambodia, the Philippines and Thailand. However, few participants agreed to stay on despite the incentives offered. The only RQN project carried out in Europe before the turn of the century concerned highly qualified Albanians living in Italy, a development related to the political change in Albania after 1991, and the large emigration flows, which subsequently created openings for highly skilled returnees and the need to engage with them[18] (Ducasse-Rogier, 2001; IOM 1990b; 2001; 2008b).

Although RQN programmes probably had a greater impact than the temporary placement of qualified expatriates (ICM, 1987), it became apparent that they did not necessarily lead to long-term or permanent return. This was confirmed by an evaluation of the third phase of the RQN programme in Africa commissioned by the European Union, which revealed that the programme was not sufficiently linked to sectors prioritized in origin countries' development plans, that it was too resource-intensive compared to the low number of

---

[16]   Information obtained from José Pires, Regional Representative for Central America and Mexico, IOM San José, Costa Rica, 9 March 2009. In an internal evaluation of the RQN project implemented in Nicaragua, 58 per cent of the participants cited political reasons for having left the country (ICM, 1994).

[17]   Information obtained from Charles Kwenin, Head of Special Liaison Mission, IOM Addis Ababa, Ethiopia, 13 March 2009.

[18]   Information obtained from Elizabeth Warn, Labour Migration and Migration and Development Specialist, Labour and Facilitated Migration, IOM Headquarters Geneva, 20 March 2009.

actual returns,[19] lacked country ownership and cooperation with other agencies and donors (TRANSTEC, 2000) and only achieved low long-term retention levels.[20] In addition, the programme was largely supply-oriented, which made it difficult to ascertain whether these African qualified nationals would have returned in any case (TRANSTEC, 2000). At the same time, qualified nationals started seeking options enabling them to keep their posts in their host countries while engaging in sectoral development projects in their country of origin to enable circulation of their skills.

Nonetheless, RQN projects remain important and continue to be implemented to this day[21] in parallel with MIDA projects. Both aim to reverse the brain drain, while most current RQN projects include a specific application in post-crisis and recovery situations to assist governments to rebuild capacities weakened or lost through the depletion of professional skills as a result of conflict. In such contexts, needs are more easily identified and diaspora members may be more willing to return. This can be attributed to the particular reasons prompting their departure during a crisis scenario, as compared to leaving a country for reasons other than armed conflict or political upheaval.[22] RQN projects that are still ongoing explicitly provide for short-term stays of between three and 12 months rather than permanent or longer returns, although such are not excluded (IOM and UNDP, 2007; IOM, 2008d). The MIDA strategy built on this experience and will be presented in the next Section.

Textbox 3: The UNDP TOKTEN programme

The United Nations Development Programme (UNDP) programme for the "Transfer of Knowledge Through Expatriate Nationals (TOKTEN)" (UNDP, 2000), launched in 1977, enables short-term consultancies by expatriate professionals in their countries of origin. As for IOM's RQN and MIDA programmes, the selection of participants depends on the match between the qualifications of skilled expatriates and the identified needs in key development sectors in countries of origin.

The TOKTEN approach seeks to diminish the dependence on international development experts under the "national execution modality" (UNDP, 1995). It seeks to counter brain drain by supporting development

---

[19] The budget for the five-year project (1994-1999) amounted to EUR 12.7 million, covering 787 returns to eight beneficiary countries and 31 countries originally not envisaged as counting among the selected beneficiary countries. As no qualitative information was available on the actual impact of the activities, a conclusive cost-benefit analysis was not possible (TRANSTEC, 2000).

[20] Information obtained from José Pires, IOM San José, of 9 March 2009.

[21] Over the past years, RQN projects involved five African countries (Ethiopia, Sierra Leone, Somalia, Sudan, Zimbabwe), Bosnia Herzegovina, Georgia, East Timor, Afghanistan and Iraq. For 2007 alone, budgeted resources for RQN projects amounted to USD 4.38 million (IOM, 2006).

[22] Supported by information obtained from Rafiq Tschannen, Chief of Mission, IOM Iraq, 23 March 2009.

efforts through the transfer of skills and knowledge to the beneficiary countries through their own nationals. The principle of voluntary service enables programme implementation at relatively low cost and ensures a high level of motivation. Participants are provided with airfares and living allowances instead of full salaries.

While TOKTEN's voluntary capacity-building approach and cultural aspect make it an innovative programme, the short duration of the assignments - between initially three weeks to three months - soon became a matter of concern. Six months were considered the optimal duration, but would increase costs significantly and reduce the size of the pool of volunteers (Ardittis, 1985). Since 1994, TOKTEN has operated under the auspices of the United Nations Volunteers (UNV) programme with a particular focus on recovery and reconstruction in home countries, and has placed more than 5,000 volunteers in 49 countries. It also includes national volunteers (UNDP, 1985; 2006; UNV, n.d.; 2008).

I.2   The emergence of the MIDA concept

Building on the experiences generated by existing programme models linking migration and development in different regions, and broadening the underlying concept of RQN projects, several events have shaped the transition from RQN to MIDA. The Regional Conference on Brain Drain and Capacity Building, held in Africa in February 2000,[23] was such a seminal event. Among its main outcomes was the recommendation to focus on the virtual transfer of skills to enhance 'brain circulation' and enable the utilization of skills, calling on donors, governments and development cooperation agencies to include the African diaspora in capacity-building strategies and establish networks with members of the diaspora community for that purpose (IOM, 2004a). The use of the term diaspora was to have a lasting impact on both policy and research and it was subsequently taken up in the MIDA approach.[24]

A new framework for MIDA programming was presented in a discussion background paper at the eightieth IOM Council session in November 2000 (IOM, 2000c). To provide a platform for discussion and promote the development of the MIDA programme and strategy, IOM convened a workshop in Libreville, Gabon, in April 2001, to secure the political support of the countries involved, to broaden the ownership base and maximize sustainability. An early response was received in July 2001 from the Council of Ministers of the Organization of African Unity (OAU)/African Union (AU), which formally endorsed the MIDA programme in its Decision 614,

---

[23] Organized by the United Nations Economic Commission for Africa (ECA) in collaboration with IOM and the International Development Research Centre (IDRC), 22-24 February 2000, Addis Ababa.
[24] Information provided by Meera Sethi, Senior Regional Advisor for sub-Saharan Africa, IOM Headquarters, Geneva, 23 March 2009.

requesting IOM to encourage African states to prioritize migration matters and to reinforce the link between migration and development through MIDA.[25]

Focusing on Africa, MIDA is a capacity-building approach placing expatriate professionals in public and private institutions to work in key development sectors in countries of origin. Acknowledging the success of permanent returns under RQN, MIDA broadened the concept to include a more flexible and innovative approach to engage migrants in their home countries' development goals. Thus, MIDA shifted the focus to the contribution to be made by members of the diaspora communities on a short-term, circular or virtual basis, with the aim of attracting some of the highly qualified expatriates for whom a prolonged or permanent return was not a practical option.

In addition, the MIDA strategy recognized the importance of remittances and partnerships between the private sector and diaspora communities in realizing development objectives. Whereas in the African RQN programmes there had been "no systematic effort to link up with National Development Plans or to locate areas of national priority or needs" (EEC and IOM, 1992: 11), the concept of RQN in the MIDA strategy was expanded to ensure coherence between the programme and the broader national and regional development strategies. MIDA attempts to link policy and practice in this field in an innovative way (IOM, 2004a) and thus requires both preliminary assessments of priority sectors and identification of key development goals and plans for the particular country or region.

Since its inception in 2001, MIDA has evolved into a multifaceted model for activities aiming to fully realize the development potential of migration in Africa. IOM has implemented projects and programmes focusing, inter alia, on the transfer of financial, human and social capital and specific professional skills, knowledge and technology.[26] More recent MIDA programmes take advantage of e-learning opportunities. South-South and North-South institutional twinning arrangements to promote cooperation are currently being explored, including initiatives to establish university-based higher education study courses in the field of migration.[27]

MIDA consists of the following five strategic areas of work:

1. Assessing country-specific needs in identified priority sectors with a view to matching them with diaspora resources.

---

[25] Subsequent AU sessions and recommendations by ministers of labour and social affairs on the subject.
[26] Eight years after the launch of the MIDA programme, various MIDA initiatives have been undertaken for the benefit of the following countries: Benin, Burkina Faso, Burundi, Cape Verde, the Democratic Republic of Congo, Ethiopia, Ghana, Guinea, Mali, Mauritania, Morocco, Nigeria, Rwanda, Senegal, Sierra Leone and Somalia.
[27] IOM, 2009. "Migration and Higher Education: Developing Skills and Capacity. Tempus", Project document, IOM, Vienna.

Operationalizing Migration for Development Across Regions

2. Building capacity by transferring human and physical resources of diaspora communities to countries of origin, also temporarily, or virtually, as the case may be.
3. Enhancing dialogue between the diaspora community and national authorities in countries of origin and residence ("Diaspora Dialogues").
4. Forging partnerships between the private sector and the diaspora to promote investments and optimize the development impact of remittances.
5. Promoting policy coherence for migration and development and integration of migration into the development goals of developing countries.

Current RQN programmes and MIDA projects share a number of common features in terms of timeframes (e.g. short-term stays); objectives (helping to reverse the brain drain and contributing to development), and implementation (identification of key development sectors). Differences between the two are largely limited to the definition of the respective target groups (RQN programmes are restricted to "nationals", while MIDA employs the broader concept of "diaspora members", which also includes dual citizens, migrants holding the citizenship of the host country and second- or third-generation migrants (IOM, 2008c)), and to the use of virtual and financial transfers in the case of MIDA, while recent and ongoing RQN programmes entail a more specific link to post-conflict settings. Consequently, the question arises as to whether the terminology ought not to be reconsidered in order to arrive at a comprehensive approach to programming in the area of migration for development.[28]

I.3   The current regional migration and development contexts and priorities

To develop the MIDA concept further and to assess its potential applicability and expansion to Latin America, the Caribbean and the Asia/Pacific region, the particular nature of mobility and development in these regions has to be properly understood.

Latin America and the Caribbean

The programmatic focus in the Latin American and Caribbean subregion has moved away from return programmes aimed at highly skilled migrants towards the realization of the development potential of labour

---

[28] Current RQN projects are thematically classified as concerning "Migration and Development". Those already covering countries outside Africa, such as the "Temporary Return of Qualified Nationals (TRQN)" project for Afghanistan, Bosnia and Herzegovina, Ethiopia, Georgia, Sierra Leone and Sudan, and managed by the IOM office in The Hague, Netherlands, effectively employ the general MIDA approach, though without being labelled as such because of that programme's geographic restriction to Africa (Information obtained from Ralph Welcker, Manager Migration and Development Department, IOM The Hague, the Netherlands, 19 March 2009).

migration by maximizing the productive uses of remittances and the skills acquired by members of the expatriate communities.[29] In recent years, governments have shown particular interest in projects fostering either community development generally, or improvements to specific socio-economic sectors, such as housing.[30]

The growing migration flows from Latin America and the Caribbean, predominantly towards the United States and Europe, over the past two decades, have made the subregion the world's largest receiver of financial transfers made by migrants (IOM, 2008e). According to the World Bank, these accounted for USD 59.9 billion, or 25 per cent of total remittances sent to developing countries in 2007 (Ratha and Xu, 2008). One initiative attracting considerable attention is the "Three for One" (tres-por-uno) programme operating in several Mexican states, where each US dollar sent home by migrants is matched by one dollar each from federal, state and local governments. Creating incentives for migrants to invest in projects and income-generating activities should, however, not be seen as a substitute for development cooperation, especially as the remittances sent by migrants constitute private funds and their ultimate use falls strictly within the private sphere.

Moreover, the human rights dimension of the migration-development interrelationship features prominently on the political agenda of Latin American countries, and the protection and promotion of the human rights of migrants are considered an important aspect of development. In order to reach out and offer support to their expatriates, countries such as El Salvador and Ecuador have strengthened their links to their expatriate communities by establishing dedicated ministries to deal with migrant matters,[31] and expanding consular services in main countries of destination. The comprehensive homecoming plan of Ecuador (Plan retorno) covers the political, cultural, economic and physical aspects of return of Ecuadorians residing abroad (GFMD, 2008). Furthermore, the private sector has carefully analysed commercial opportunities in new markets under the heading of the so-called "nostalgia trade".

The numerous declarations on the subject of migration and development, in particular as stipulated in the *Commitment of Montevideo on Migration and Development of the Heads of State and Government of the*

---

[29] Please refer to IOM projects involving Guatemalan and Colombian migrant workers, see Gobierno de Guatemala and IOM, 2006. Evaluación Proyecto Trabajadores(as) Agrícolas Temporales a Canadá, Evaluación conjunta Gobierno de Guatemala/OIM, *Cuadernos de Trabajo sobre Migración 22*, febrero 2006; and Gobierno de Guatemala and IOM, 2008. "2da. Evaluación Programa Trabajadores(as) Agrícolas Temporales a Canadá", *Cuadernos de Trabajo Sobre Migración 25*, Marzo, Gobierno de Guatemala y OIM, Guatemala, and IOM, ILO and OSCE, 2008. "Analytical Paper. Bilateral Temporary Labour Arrangements: Good Practices and Lessons Learnt", Expert Seminar, Madrid, 10 October 2008, available at <http://government.gfmd2008.org/index2. php?option=com_docman&task=doc_view&gid=90&Itemid=45>.

[30] Information obtained from Diego Beltránd, Senior Regional Advisor for the Americas, IOM Headquarters, Geneva, Switzerland, 14 January 2009. To underline this regional focus, labour migration will be this year's theme of the Regional Conference on Migration, also known as the Puebla Process.

[31] The Vice-Ministry of Foreign Relations for Salvadorans Abroad (Viceministerio de Relaciones Exteriores para los Salvadoreños en el Exterior) was set up in 2004. The National Ministry for Migrants (Secretaría Nacional del Migrante) in Ecuador was created in spring 2007.

Ibero-American Community, of November 2006, *the Montevideo Declaration on Migration and Development and the Human Rights of Migrants,* of September 2008, and the *Lima Declaration,* laying out the joint strategy with the EU, of May 2008, emphasize the human rights approach to migration and development predominant in this subregion. The potentially positive contribution of migration to development is frequently reiterated, while poverty and lack of opportunities are acknowledged as main drivers of emigration flows. The principle of shared responsibility also features high on the joint agenda of Latin American and Caribbean countries and the European Union member states.

Caribbean countries are particularly concerned over the large outflows of professionals to developed countries, as emphasized notably in the July 2007 *Declaration on Functional Cooperation* of the Caribbean Community (CARICOM) and the previously mentioned declarations. Therefore, there is a very strong case for interventions that will promote and facilitate the engagement of Latin American and Caribbean migrants in the development process of their countries of origin.

Asia and the Pacific

In Asia, international and increasingly intraregional labour mobility has greatly influenced economic, social and demographic development patterns in the region. The level of emigration of skilled migrants from densely populated Asian countries is much lower than from African or island states (UNCTAD, 2007). Indian IT specialists living and working abroad and skilled Filipino emigrants have been instrumental in facilitating trade, investment links and transfer of technology to their countries of origin. Accounting for some of the largest diasporas globally,[32] Asian diaspora members keep close and active links with their countries of origin, even more so in times of crisis. More recently, the return of highly skilled migrants has gained prominence in some parts of the region, with Taiwan, Province of China, and South Korea initiating incentive schemes to encourage the engagement of the diaspora members (IOM, 2008e). In Central Asia and the Caucasus, the development potential of remittances plays an increasingly important role, relying in some cases on informal transfer channels and the informal economy (IOM, 2008c).

The majority of Asian nations have also initiated their own migration policies (Hugo, 2005); however, the extent of national policy frameworks to organize migration and ensure the positive contribution of migration to

---

[32] According to Hugo (2005), the Chinese diaspora, comprising Chinese citizens and others who have acquired the citizenship of their country of residence, amounts to 30 to 40 million, or 2.9 per cent of the population. Diaspora members from India number around 20 million (1.9% of the population), while the Philippine diaspora totals about 8.7 million and represents over 10 per cent of the population. The approximately four million Pakistani expatriates account for some 2.8 per cent of the population (POEA, 2007; IOM, 2008c).

development varies considerably across the region. India recently established the "Ministry for Overseas Indian Affairs", responsible for managing outmigration and maintaining ties with diaspora members. In Sri Lanka, the Bureau of Foreign Employment has been the central state institution in charge of labour mobility since 2007, while other countries have yet to create specific structures concerned with migration issues. In the Philippines, migration management and support to emigrants largely depend on adequate governmental capacity and have been institutionalized for decades.

An analysis of the nature and impact of migration flows on development reveals considerable scope for discussion regarding the most effective strategies and best practices in managing migration for development in Asia and the Pacific region. Of particular concern here are the needs of least developed countries, landlocked developing countries such as in Central Asia, and some small island developing states, as expressed, among others, in the 2007 Resolution 63/7 of the Economic and Social Commission for Asia and the Pacific (ESCAP) on international migration and development concerning these countries. Reaping the development benefits of human mobility, mainstreaming migration into national development strategies and addressing push factors by fostering international cooperation in the field of migration and development are a major concern.

Africa

For African countries, the retention and the effective utilization of their qualified manpower to achieve their development goals are of utmost importance. In particular, human resource shortages owing to the emigration of large numbers of skilled workers or imbalances caused by a disproportionate number of university graduates in some disciplines and the dearth of skilled professionals in other areas is a major challenge. Following the endorsement of the MIDA strategy and the adoption of the *New Partnership for Africa's Development* (*NEPAD,* AU, 2001b), the AU began to focus on the expertise and resources of the African diaspora as development agents and as Africa's "sixth region".

In May 2006, the AU adopted an *African Common Position on Migration and Development* in its Executive Council Decision 305. This urged all member states to mainstream migration into their development plans, in particular concerning the development of human resources, and to devote the necessary resources for the implementation of the recommendations contained in this African common position. Decision 313[33] requested the Chairperson of the Commission, in collaboration with IOM and other partners, to coordinate and support its implementation. Migration and development, human resources and brain drain, remittances, the role of the

---

[33] (EX.CL/313 (X))

African diaspora, human rights of migrants and gender issues figure among the key policy priorities expressed in this declaration and the 2006 *Migration Policy Framework for Africa,* which have been incorporated into the MIDA approach.[34]

Interregional cooperation between African, Caribbean and Pacific States and the European Union

Migration and development issues are of importance not only within the framework of intraregional cooperation between African countries, but also in the context of interregional collaboration among ACP countries and the European Union. They are taken up in a number of important multilateral instruments, including the 2000 *EU-ACP Cotonou Agreement*, the *Nadi Declaration* of 2002, the ACP *Brussels Declaration on Asylum, Migration and Mobility* of 2006 and its Action Plan, the *Euro-African Partnership for Migration and Development (Rabat Declaration)* of 2006 and its Action Plan, the *Joint Africa-EU Declaration on Migration and Development,* signed in Tripoli in November 2006, the *Joint Africa-EU Strategy* and, especially, the *Africa-EU Partnership on Migration, Mobility and Employment,* launched in December 2007.

The ACP Group Resolution on Migration and Development of 30 May 2008 reiterates the crucial role of migration management and migration policy in advancing sustainable development and the key contribution by migrants and diaspora associations to the development of their home countries. The ACP countries also acknowledged the need to foster South-South cooperation. The concepts contained in these newly emerging frameworks have broadened the scope of the human resource focus of the Lomé Conventions by addressing the migration and development nexus more comprehensively. The ACP framework provides a unique trilateral basis for the development of migration and development initiatives across these regions, thereby opening new prospects for MIDA-inspired projects beyond Africa.

Europe

In its communication on Migration and Development, the European Union (2005) emphasized its commitment to promoting the role of diaspora members in harnessing the development potential of migration, as well as promoting circular migration schemes. The growing acknowledgement of migration as a development

---

[34] In collaboration with African entities such as the Economic Community of West African States (ECOWAS, see for instance 2008), the Southern African Development Community (SADC, inter alia 2005), the East African Community (EAC, 1999; 2008), and the Intergovernmental Authority on Migration (IGAD, see 2008) IOM is facilitating and seeking to mainstream the MIDA approach at sub-regional level in Africa.

issue and the importance of strengthening the beneficial links between mobility and development, has led major destination countries, including in Europe, to explore ways and means of involving diasporas – in particular qualified migrants - in the social and economic development of their countries of origin. Capacity building through the transfer of skills, capital and expertise is seen as a practical means to stimulate local development and thereby to reduce push factors in areas of high emigration pressure.

Policy coherence in the area of migration and development among ministries and various administrative levels is a priority issue on political agendas.[35] The main challenge in developed countries is to fill the labour market gaps caused by an ageing workforce and low population growth, without depleting the supply of professional skills in developing countries.

For their part, eastern European countries are experiencing high levels of emigration and remittances are perceived as an increasingly important source of revenue that governments wish to channel towards productive activities and investments for development purposes. Moldova, for instance, reformed its tax system to create a favourable investment climate and promoted the development of small and medium-sized businesses. However, such efforts and a considerable increase in investments notwithstanding, the population and emigrants continue to regard the overall business environment as negative. Although large-scale emigration began in the 1990s, it is only recently that the Moldovan Government has given priority to creating links to diaspora members and their involvement in development concerns (Ministry of Foreign Affairs of Moldova and IOM, 2008; IOM, 2008a).

I.4   Extending the MIDA approach beyond Africa

The development policy frameworks and activities currently being implemented confirm the importance countries are giving to migration and development issues at national, regional and interregional levels. The political declarations underline the goodwill and commitment to cooperate to achieve national development goals with the support of migrant and diaspora communities across regions.

Whereas current RQN programmes mainly address critical temporary skilled manpower shortages and the capacities needed in the recovery phase of crisis management, the MIDA approach is specifically linked to the long-term development strategies of the beneficiary countries. Through sustainable partnerships with

---

[35] See for instance Government Offices of Sweden, 2008; the Finnish Ministry of Foreign Affairs, 2007; the Norwegian Ministry of Foreign Affairs, 2008 and the Danish Ministry of Foreign Affairs, 2007 which specifically refer to the role played by IOM in encouraging dialogue between countries and support the activities IOM has launched in North and West Africa.

national and local partners from public and private entities and members of the diaspora, IOM would like to explore how best to expand and broaden the scope of the demand-driven long-term development orientation of MIDA to other countries and regions in the future; notably, how might the general scope of MIDA be enlarged, while at the same time reinforcing the specificity of current RQN programmes linked to post-conflict situations? Furthermore, should programmes currently operating under the RQN label but that are not linked to crisis recovery efforts be brought under the MIDA umbrella?

To move forward, there is an obvious need for an enhanced knowledge base of major trends underlying existing initiatives on migration for development, covering practical lessons learned, e.g. what works and can produce desirable results, and why and what changes should be made. As part of an analytical process, the experiences and lessons learned from ongoing and past programmes in the different regions are identified hereafter with a view to enlarging the applicability of the migration for development concept as implemented in the MIDA programme across regions.

Bibliography

Ardittis, S.
   1985   "The Assisted Return of Qualified Migrants to their Countries of Origin: the UNDP and ICM Multilateral Programmes", International Migration for Employment, Working Paper, ILO, Geneva.

Diene, M.
   2007   "Dialogues with the Diasporas : Setting an Agenda for Development", *Migration*, Special Edition, July, IOM, Geneva.

Ducasse-Rogier, M.
   2001   *The International Organization for Migration 1951 – 2001*, IOM, Geneva.

European Economic Community (EEC) and International Organization for Migration (IOM)
   1992   Evaluation Report on Reintegration of Qualified African Nationals. EEC-IOM Project (1982-1991). External evaluation.

Fernández Lamarra, N.
   1992   "Human Resources, Development and Migration of Professionals in Latin America", *Migration and Development.* Tenth IOM Seminar on Migration, 15-17 September, Geneva, IOM, Geneva.

Global Forum on Migration and Development (GFMD)
   2008   Protecting the Rights of Migrants – A Shared Responsibility, Roundtable 1.1 Working Paper, <http://government.gfmd2008.org/component/option,com_docman/Itemid,45/task,cat_view/gid,35/>.

Gobierno de Guatemala and IOM
   2006   Evaluación Proyecto Trabajadores(as) Agrícolas Temporales a Canadá, Evaluación conjunta Gobierno de Guatemala/OIM, *Cuadernos de Trabajo sobre Migración, 22* febrero.

   2008   2da. Evaluación Programa Trabajadores(as) Agrícolas Temporales a Canadá, *Cuadernos de Trabajo Sobre Migración 25*, Marzo, Gobierno de Guatemala y OIM, Guatemala.

Government Offices of Sweden
2008   Global Challenges – Our Responsibility. Sweden's Policy for Global Development. Government
            Communication 2007/08:89, <http://www.sweden.gov.se/content/1/c6/11/32/83/778a0c48.pdf>.

Hugo, G.
2005   Migration in the Asia-Pacific region, paper prepared for the Policy Analysis and Research
            Programme of the Global Commission on International Migration (GCIM), September, Geneva,
            <http://www.gcim.org/mm/File/Regional%20Study%202.pdf>.

Intergovernmental Committee for Migration (ICM, later IOM)
1986   Evaluation Report on the Implementation of the Project Reintegration of Qualified African
            Nationals, ICM Information Paper No.2, prepared for Seminar on Reintegration of Qualified African
            Nationals, 1-4 December, Nairobi.

1987   Evaluation Report on the Implementation of the Project Expansion of ICM's Return of Talent
            Programme to Africa from the USA, March, ICM, Geneva.

International Organization for Migration (IOM)
1990a   Evaluation Survey Among the Returnees Assisted in Their Reintegration Process Within the
            Framework of the Project Reintegration of Qualified African Nationals – Phase II. Programme
            Evaluation Section, IOM, Geneva.

1990b   La Transferencia inversa de tecnología (TIT) y medidas para revertir esta situación: El programa
            para el retorno de personal calificado latinoamericano de la OIM, Seminario Regional
            Latinoamericano, La Paz, Bolivia, 22-25 octubre, LPZ/90/4.

1990c   Transferencia de Tecnología Mediante la Provisión de Expertos Integrados y Migrantes Calificados,
            Tema 2, Seminario Regional Latinoamericano, La Paz, Bolivia, 22-25 octubre, LPZ/90/5.

1993   Survey Among the Returnees Assisted in Their Reintegration in Chile Within the Framework of the
            Latin American Reintegration Assistance Programme (LARAP). Division of Programme Evaluation,
            IOM, Geneva.
1994   Internal Evaluation of the Project Retorno y Reintegración de Personal Calificado para Promover la
            Reconstrucción Económica y el Desarrollo de Nicaragua (ALA (90/05)), May, Division of Programme
            Evaluation, IOM, Geneva.

1995   Final Internal Evaluation of the Project Retorno y Reintegración de Personal Calificado para Promover la Reconstrucción Económica y el Desarrollo de Nicaragua (ALA (90/05)), June, Division of Programme Evaluation, IOM, Geneva.

1996a   Internal Evaluation: The Return and Reintegration Programme of Qualified Jamaican Nationals for Development, IOM, Kingston.

1996b   Survey Among Qualified African Nationals Processed Under the Programme for the Return and Reintegration of Qualified African Nationals (RQAN) – Phase III, Division of Programme Evaluation, October, IOM, Geneva.

2000a   Assessment of Impact of Returnees in the Work Place of the Programme for the Return of Qualified African Nationals (RQAN), Phase 3 Report, Office of the Executive Director, January, IOM, Kenya.

2000b   Evaluation of Phase III of the Programme for the Return of Qualified African Nationals, Office of Programme Evaluation, January, IOM, Geneva.

2000c   IOM Migration Policy Framework for Sub-Saharan Africa, IOM Council, Eightieth Session, MC/INF/244, 17 November, http://www.iom.int/jahia/webdav/shared/shared/mainsite/about_iom/en/council/80/MC_INF_244.pdf.

2001   Report on the Technical Workshop on Migration for Development in Africa (MIDA), held in Libreville, Gabon, 9-11 April 2001, IOM, Geneva.

2004a   MIDA General Strategy Paper, IOM, Geneva.

2004b   Towards an IOM Strategy. Migration and Development, Conference Room Paper/ 12, 88th Session of the Council, 30 November – 03 December, IOM, Geneva.

2005   MIDA: Microenterprise development for Guinean women through the provision of microcredits and mobilization of women from the diaspora, Final Report to the Government of the United States.

2006   *Programme and Budget for 2007.* Ninety-second Session, IOM Council, MC/2203, 6 October, IOM, Geneva.

2007a   *Diaspora Dialogues*, IOM, Geneva.

2007b   Evaluation of the Migration for Development in Africa (MIDA) Initiative as an Illustration of IOM's Approach to Making Migration Work for Development. August, Office for Programme Evaluation, IOM, Geneva.

2008a   How Moldovan Households Manage Their Finances. Knowledge and Practices, Survey Report, IOM, Chisinau.

2008b   *Migration in Albania: A Country Profile*, IOM, Geneva.

2008c   *Migration in the Black Sea Region: Regional Overview, Country Profiles and Recommendations*, IOM, Geneva.

2008d   Return of Qualified Afghans Programme. Fact Sheet, March, IOM Afghanistan, Kabul.

2008e   *World Migration 2008. Managing Labour Mobility in the Evolving Global Economy*. Vol. 4 – IOM World Migration Report Series, IOM, Geneva.

2009   Migration and Higher Education: Developing Skills and Capacity. Tempus, project document, IOM, Vienna.

IOM, International Labour Organization (ILO) and Organization for Security and Co-operation in Europe (OSCE)
2008   "Analytical Paper. Bilateral Temporary Labour Arrangements: Good Practices and Lessons Learnt", Expert Seminar, Madrid, 10 October, report prepared by IOM/ILO/OSCE, <http://government. gfmd2008.org/index2.php?option=com_docman&task=doc_view&gid=90&Itemid=45>.

IOM and United Nations Development Programme
2007   IRI Newsletter, Iraqis Rebuilding Iraq Programme (IRI), April, IOM, Amman and UNDP.

Ministry of Foreign Affairs and European Integration of the Republic of Moldova and IOM
2008   Recommendations of the Policy Seminar on Diaspora and Homeland Development. 10-11 April 2008, Chisinau.

Ministry of Foreign Affairs of Denmark
2007   A World for All. Priorities of the Danish Government for Danish Development Assistance 2008-2012, <http://www.danidadevforum.um.dk/NR/rdonlyres/0290D748-D013-4365-95F3-A6CC92FD6E93/0/a_world_for_all.pdf>.

Ministry of Foreign Affairs of Finland
2007   Development Policy Programme 2007. Towards a Sustainable and Just World Community,
          Government Decision-In-Principle, <http://www.formin.fi/public/download.aspx?ID=24014&GUID
          =%7b41C62727-0F60-4794-B744-F40E9460D79F%7d>.

Ministry of Foreign Affairs of Norway
2008   Norwegian Development Assistance in 2008 – Priority Areas, <http://www.regjeringen.no/en/
          dep/ud/selected-topics/development_cooperation/norwegian-development-assistance-in-2008.
          html?id=493308>.

Philippine Overseas Employment Administration (POEA)
2007   Overseas Employment Statistics, POEA, <http://www.poea.gov.ph/stats/stats2007.pdf>.

Ratha, D. and Z. Xu
2008   Migration and Remittances Factbook 2008, Migration and Remittances Team, Development
          Prospects Group, The World Bank, Washington, D.C., <http://go.worldbank.org/QGUCPJTOR0>.

TRANSTEC
2000   *Final External Evaluation of the Return of Qualified African Nationals, Phase 3*, submitted to the EC
          and IOM in October 2000, TRANSTEC, Brussels.

United Nations Conference on Trade and Development (UNCTAD)
2007   *Knowledge, Technological Learning and Innovation for Development.* The Least Developed
          Countries Report 2007, UNCTAD/LDC/2007, July, UNCTAD, Geneva, <http://www.unctad.org/en/
          docs/ldc2007_en.pdf>.

United Nations Development Programme (UNDP)
1985   Interregional: Transfer of Knowledge Through Expatriate Nationals (TOKTEN), July, INT-79-017-
          1620-OPE-E, UNDP, New York.

1995   National Execution: Promises and Challenges, UNDP Office of Evaluation and Strategic Planning,
          UNDP, New York, http://www.undp.org/eo/documents/netoc.htm.

2000   TOKTEN Booklet, UNDP Programme of Assistance to the Palestine People, <http://www.undp.
          ps/en/newsroom/publications/pdf/other/tokten.pdf>.

2006   TOKTEN – Transfer of Knowledge Through Expatriate Nationals, UNDP Lebanon, <http://www.
          toktenlebanon.org/>.

Operationalizing Migration for Development Across Regions

United Nations Volunteers Programme (UNV)

2008   Inspiration in Action. UN Volunteers. Annual Report 2007.
UNV, Bonn. <http://www.unv.org/fileadmin/docdb/pdf/2008/annual/English_report_WEB.pdf>.

n.d.   UNV Modalities, UNV Syria, Damascus, <http://www.un.org.sy/forms/publications/files/
Overview_-_UNV_Modalities.pdf>.

Documents

African, Caribbean and Pacific Group of States (ACP)

2002   Nadi Declaration. ACP Solidarity in a Globalised World, 3rd Summit of ACP Heads of State and
Government, Denarau, Nadi, Fiji Islands, 18-19 July, <http://www.acpsec.org/summits/fiji/index.
html>.

2006   Brussels Declaration on Asylum, Migration and Mobility, and Action Plan, 13 April, ACP/28/025/06
Final, <http://www.acpsec.org/en/pahd/acp2802506_declaration_migration_e.pdf>.

ACP – EEC (later EC)

1984   Third ACP-EEC Convention signed at Lomé on 8 December 1984 (Lomé III Convention).

1989   Fourth ACP-EEC Convention signed at Lomé on 15 December 1989 (Lomé IV Convention).

2000   Partnership Agreement between the members of the African, Caribbean and Pacific Group of
States and the European Community and its Member States, signed at Cotonou on 23 June 2000
(ACP – EC Partnership Agreement, or Cotonou Agreement).

2005   Partnership Agreement between the members of the African, Caribbean and Pacific Group of
States and the European Community and its Member States, (ACP – EC Partnership Agreement or
Cotonou Agreement), 2005 revision.

African Union (AU)
Council of Ministers
2001a   Decision 614, 74th ordinary session, July.

2001b   The New Partnership for Africa's Development (NEPAD), October, <http://www.nepad.org/2005/files/documents/inbrief.pdf>.

Executive Council
2006a   African Common Position on Migration and Development, EX. CL/277 (IX).

2006b   Migration Policy Framework for Africa, EX.CL/276 (IX), <http://www.fasngo.org/assets/files/resources/EXCL276_IX__Strategic_Framework_for_Policy_Migration.pdf>.

AU – EU
2006a   Euro – African Partnership for Migration and Development. Rabat Declaration, 11 July.

2006b   Joint Africa – EU Declaration on Migration and Development, Tripoli, 22-23 November 2006, http://www.eu2006.fi/news_and_documents/other_documents/vko47/en_GB/1164354155373/_files/76307120576331827/default/JointAfricaEUDeclaration.pdf.

2007a   The Africa – EU Strategic Partnership. A Joint Africa – EU Strategy, <http://ec.europa.eu/development/icenter/repository/EAS2007_joint_strategy_en.pdf>.

2007b   Africa-EU Partnership on Migration, Mobility and Employment.

Caribbean Community
2007   A Community for All: Declaration on Functional Cooperation, issued by the heads of government of the Caribbean Community (CARICOM) on the occasion of the 28th meeting of the Conference, 1-4 July, Needham's Point, Barbados, http://www.caricom.org/jsp/communications/meetings_statements/declaration_on_functional_cooperation.jsp.

East African Community (EAC)
1999   *EAC Treaty 1999*, Arusha, 30 November, <www.eac.int/about-eac/quick-links/unido-norad-programme/doc_download/1-treaty-establishing-the-east-african-community.html>.

2008   EAC Development Strategy 2006-2010. Deepening and Accelerating Integration, <http://www.eac.int/downloads/doc_details/159-eac-development-strategy-2006-2010.html>.

Economic Community of West African States (ECOWAS)

2008   ECOWAS Common Approach on Migration, 33rd Ordinary Session of the Head of State and Government, Ouagadougou, 18 January, <http://www.droit-migrations-ao.org/PDF/Common%20Approach%20-%20ECOWAS.pdf>.

Economic and Social Commission for Asia and the Pacific (ESCAP)

2007   International migration and development for least developed countries, landlocked developing countries and small island developing states, Resolution 63/7, 5th plenary meeting, 23 May, <http://www.unescap.org/LDCCU/LDCs/SpecialBody/8th-Almaty-Apr-07/Res63-7-Migration.doc>.

European Union (EU)

2005   *Migration and Development. Some concrete orientations.* Commission Communication to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions, 1 September 2005, COM(2005) 390 final, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0390:FIN:EN:PDF>.

Ibero-American Community

2006   Commitment of Montevideo on Migration and Development of the Heads of State and Government of the Ibero-American Community, November.

Intergovernmental Authority on Development (IGAD)

2008   Declaration on the Establishment of an Intergovernmental Authority on Development (IGAD), Regional Consultative Process (IGAD-RCP) on Migration, 14 May, Addis Ababa.

Latin America and Caribbean – EU

2008   Lima Declaration. Addressing Our Peoples' Priorities Together, Lima, 16 May, <http://ec.europa.eu/external_relations/lac/docs/declaration_en.pdf>.

South-American Conference on Migration

2008   The Montevideo Declaration on Migration and Development and the Human Rights of Migrants, September.

Southern African Development Community (SADC)

2005   Draft Protocol on the Facilitation of Movement of Persons, SADC, Gaborone, <http://www.sadc.int/>.

Interviews/verbal and written communication

- **Diego Beltrand**, Senior Regional Advisor for the Americas, IOM Headquarters, Geneva, Switzerland, 14 January 2009.
- **Charles Kwenin**, Head of Special Liaison Mission, IOM Addis Ababa, Ethiopia, 13 March 2009.
- **José Pires**, Regional Representative for Central America and Mexico, IOM San José, Costa Rica, 9 March 2009.
- **Meera Sethi**, Senior Regional Advisor for sub-Saharan Africa, IOM Headquarters, Geneva, Switzerland, 23 March 2009.
- **Rafiq Tschannen**, Chief of Mission, IOM Iraq, 23 March 2009.
- **Elizabeth Warn**, Labour Migration and Migration and Development Specialist, Labour and Facilitated Migration, IOM Headquarters, Geneva, Switzerland, 20 March 2009.
- **Ralph Welcker**, Manager Migration and Development Department, IOM Mission The Hague, Netherlands, 19 March 2009.

About 9 tonnes of pineapples will be needed per hour to feed the new Ghanacoop pineapple processing plant. Ghanacoop is a cooperative of Ghanaian migrants in the Italian city of Modena and created through IOM's Migration for Development in Africa (MIDA) programme.

© IOM 2007 - MGH0064 (Photo: Jemini Pandya)
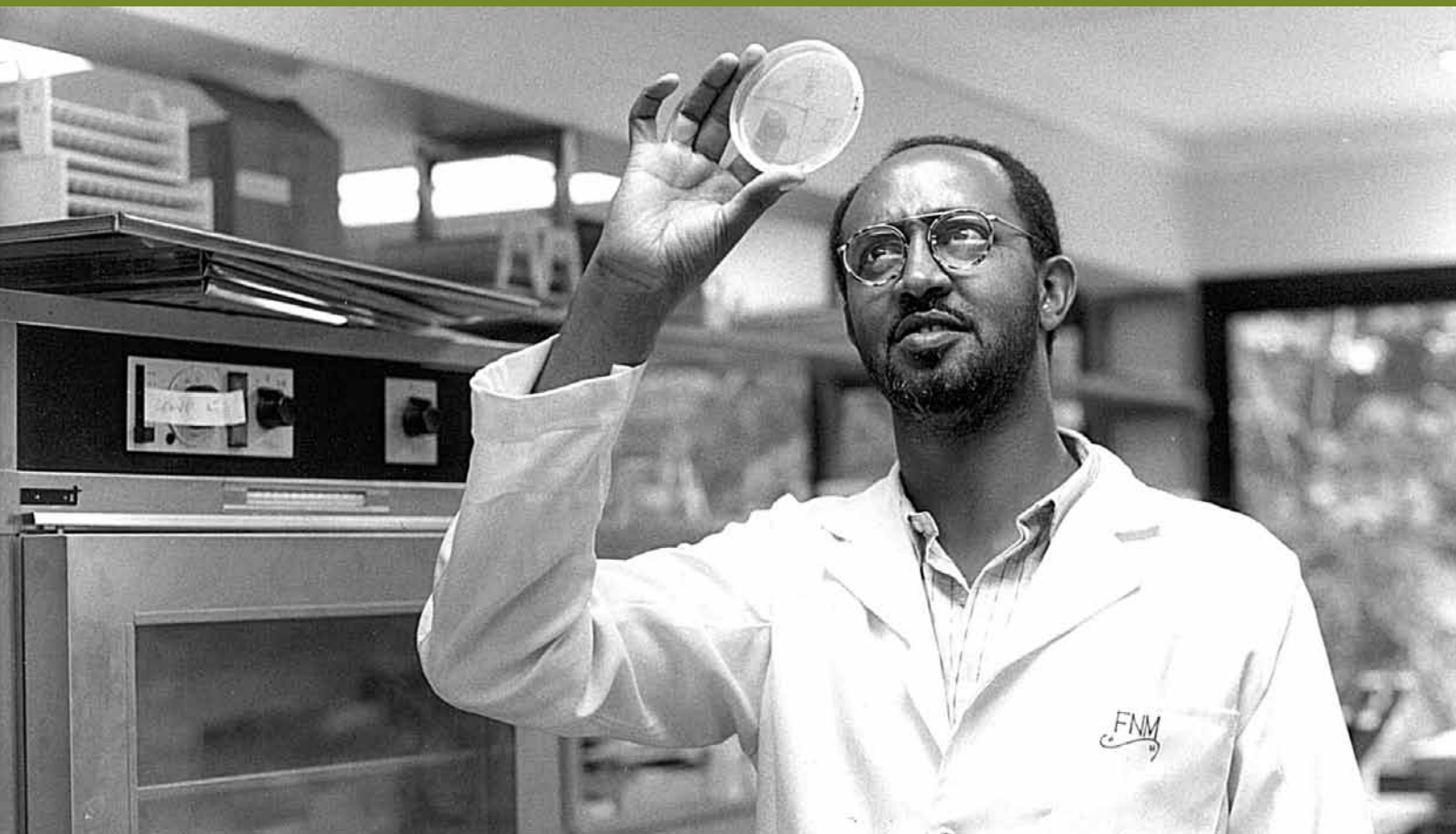
Returnee, Dr. Rashid Aman, expert in molecular biology, at the Institute of Primate Research, Kenya.

© Wendy Stone 1990 - MKE0046

Dr. Semin Durrany assists a patient at the Ministry of Defence hospital in Kabul. She came back from Pakistan with IOM's assistance. IOM assisted in the return of qualified Afghans residing abroad and in their placement into key positions within ministries, government institutions and the private sector, that are crucial to development.

© IOM 2007 - MAF0246
(Photo: Barat Ali Batoor)

CHAPTER II

Strategic approaches and key phases of MIDA and similar programmes[36]

The key objective of MIDA programmes is to enable migrants, particularly skilled migrants, to contribute to the development process of their countries of origin by sharing human, financial or technical resources. The success of each MIDA intervention depends largely on effective planning and management of the project cycle, both of which must take careful account of the specificities of the beneficiary country.

The first part of this chapter discusses three broad strategic orientations followed in the design of MIDA and related programmes to date: financial transfers, decentralized cooperation, and capacity building through training and e-learning. The next section then analyses the constituent parts of a typical MIDA project, including prior assessments and the identification of the needs of all actors. Section 3 highlights how IOM and others design and implement concrete communication strategies to reach out and involve all stakeholders. The last section focuses on the importance of multi-stakeholder engagement and cooperation.

II.1   Key strategic approaches

The MIDA concept is sufficiently flexible to accommodate a wide range of project designs, covering the transfer of a great variety of skills, capacities and resources of a temporary, physical or virtual nature, as the case may be (IOM 2006b). In the midst of all that diversity, however, some broad strategic orientations are clearly discernible.

Financial transfers

Whether as individuals or in groups, migrants can play a significant part in the development process of their countries of origin. Diaspora members are more likely to invest in their country/community of origin partly out of an attachment to their home country, but also because they may tend to take a less conservative view of any inherent country investment risks compared with international investors (Ratha et al., 2008). As for

---

[36] This chapter was written by Susanne Melde, Project Coordinator, IOM Geneva, Switzerland with contributions by Rougui Ndiaye-Coïc, Project Officer, IOM Geneva, Switzerland to section 1.

government authorities, they tend to consider experts drawn from the diaspora community as more trustworthy and ready to respond rapidly to requests for assistance than traditional development cooperation experts. This is especially important when establishing institutional partnerships between countries of origin and destination (GFMD, 2008a).

The contribution to be made by migrants to home country development can take various forms, for instance as foreign direct investments (FDI) or donations. FDI can contribute significantly to economic growth, to the transfer of knowledge and technology and to job creation. Nonetheless, FDI flows to developing countries remain relatively modest and many governments therefore seek to encourage investment from within their diaspora communities. For instance, Senegal has identified a number of infrastructure projects as suitable and desirable investment targets (Panizzon, 2008). Thus, the important contribution to be made by diaspora members to the creation of sustainable income and wealth for their family members at home, such as through access to and the securing of microfinance, is widely recognized and acknowledged.

Nonetheless, and despite the available research in this area, more insight is necessary regarding the effectiveness of transfer channels, the remitting behaviour and the underlying social determinants guiding it. While it is known that remittances are often spent on needed goods and services, there is also evidence that at least some recipients are inclined to invest a portion of their money in a small business. A recent study conducted by IOM Moldova (2008b) demonstrates that, based on household surveys, it is possible to explore ways and means of achieving investment and development objectives with the support of financial contributions received from the diaspora. Similarly, such studies can be conducted to examine the need for income-generating projects and initiatives, as well as their feasibility and dependence on facilitated access to the formal banking system and financial products. Based on such findings, the links between diaspora communities and their home countries could be encouraged and further strengthened through appropriate 'migration and development' approaches and programmes conducive to furthering the interests of both parties. In this regard, the implications of the differences between men and women in terms of sending patterns, use and investment behaviour and social norms surrounding or perhaps even hindering the productive use of remittances need to be examined and included in such migration for development initiatives.

Facilitated access for migrants to remittance transfer channels and other necessary financial services would similarly empower migrants and promote socio-economic development processes in home countries. Such facilities would contribute significantly to the creation and development of the entrepreneurial potential of migrants to set up small and medium-sized enterprises (SMEs), thereby also generating employment opportunities, and boosting income and trade. Yet, in many developing countries the potential inherent in SME creation is not fully realized. Access to funds and financial services is often inappropriate for the needs and the constraints migrants, their families and community members in the home country face (Frigeri and Ferro, 2006).

The MIDA approach also takes account of the investment climate, which often constitutes a hindrance and is inadequate for enhancing financial contributions[37] by migrants to their home countries.

In most cases, migrants receive little support in identifying, managing or developing their activities. Several MIDA programmes therefore specifically address this weakness.[38] Taking advantage of the ongoing efforts undertaken by Cape Verde to improve the investment environment, the DIAS de Cabo Verde MIDA project (DIASpora for DEvelopment of Cape Verde)[39] aims at promoting the active participation of Cape Verdean public agencies through counselling of diaspora members in the areas of business creation and investment opportunities. During networking missions of 33 diaspora members living in Portugal, Italy and The Netherlands to their country of origin as well as nationals of those countries, the Agency for Entrepreneurial Development and Innovation (ADEI, Agência para o Desenvolvimento Empresarial e Inovação) in Cape Verde assists in directing migrants and their business partners towards strategic investment sectors and offers advice in SME management.

The MIDA Guinea project, which aimed at encouraging the creation of microenterprises by poor rural women, revealed that the methods used in Europe and North America to set up small businesses were found to be less applicable to the rural project locations. Drawing from this experience, it was decided to target diaspora women located in neighbouring West African countries which eventually translated into the enrolment of members of the Guinean diaspora in Senegal to provide the women beneficiaries with training in the creation and management of microenterprises.[40] A partnership was formed with the microfinance institution *Rural Credit of Guinea (RCG),*[41] in the course of which RCG was able to ensure small lines of credit on more favourable terms

---

[37] As stated by Pape Ndiaye Diouf, President of the *Diaspora africaine pour la société de développement* at the workshop on the Role of Postal Services in Migrants' Transfers, organized by IOM in May 2006, the money sent by Senegalese migrants in Italy is channelled towards such areas as agriculture, transport and housing.

[38] A cooperation agreement was signed on 27 March 2009 between IOM and the Food and Agriculture Organization (FAO), which refers specifically to the MIDA initiative and is intended to support the "identification, design, implementation and monitoring of co-development agricultural projects originating from project ideas proposed by migrant communities in European and other OECD countries".

[39] DIAS de Cabo Verde is a project promoted by the Instituto das Comunidades de Cabo Verde (IC) and co-financed by the European Commission and the Portuguese Government. IOM is the implementing partner in the project targeting Cape Verdeans residing in Portugal, Italy and The Netherlands. IOM organizes networking missions to Cape Verde for interested entrepreneurs of the Cape Verdean diaspora to establish or foster contacts with local actors and to assess the feasibility of the business idea to facilitate transnational partnerships by linking interest and facilities. Based on information received from Monica Goracci, Chief of Mission, and Marta Bronzin, Project Coordinator, IOM Lisbon, Portugal, 22 June 2009.

[40] See World Migration Report (2005d), p.47, for more details. The MIDA Guinea project allows highly qualified expatriates from the Guinean diaspora to pass on the knowledge and know-how gained in destination countries to their fellow nationals at home.

[41] RCG accounts for presence in remote and urban areas not covered by the classic banking system enabling otherwise excluded rural and urban populations to access and benefit from their financial services. The reinforcement of the existing micro-finance institutions was also in line with current Guinean national policies in this area.

than other microcredit institutions, and also provided support and advice to project participants. In due course these enterprises offered employment and the opportunity to acquire new skills or crafts for the beneficiaries and local population (IOM, 2005b).

Under the MIDA Italy project,[42] some 30 SMEs, promoted by migrants in their countries of origin in Western Africa, were supported and co-funded and their local managers tutored and trained in enterprise creation and management at specialized institutions in Ghana and Senegal. A significant outcome of this project was the empowerment of migrant associations by officially acknowledging their ability to mobilize support in host and home communities and to promote the productive investment of remittances with a view to local employment and income generation, the building of partnerships and joint ventures.[43]

In terms of strategic approaches concerning credit mechanisms for migrants, the MIDA-type project implemented by IOM The Hague has led to the development of secure money transfer facilities through the use of pre-paid debit cards. As an innovative alternative to traditional money transfer mechanisms, these free rechargeable cards are used in the Temporary Return of Qualified Nationals (TRQN) programme targeting Afghanistan, Bosnia and Herzegovina, Ethiopia, Georgia, Sierra Leone and Sudan.[44]

Decentralized cooperation

The participatory development concept of decentralized cooperation was initiated by the European Commission in 1998. This approach seeks to mobilize local public and municipal authorities and other civil society representatives engaged in development efforts, such as, e.g., non-governmental organizations (NGOs), cooperatives, trade unions, local organizations and networks, women's and youth organizations and small and medium-sized enterprises (SMEs). Key elements of a decentralized cooperation approach are the active participation by all stakeholders, promoting dialogue and policy coherence among different initiatives at local, regional and national level, a decentralized programme management, fostering of a process oriented approach and capacity building (EC, 1998; 2004).

The MIDA Italy Ghana project has adopted the strategic focus of decentralized cooperation by supporting local development initiatives linked to migration since its inception in 2006. Members of the Ghanaian diaspora

---

[42] Supported by the Italian Ministry of Foreign Affairs, one important outcome of the MIDA Italy project is the inclusion of the migration and development nexus in many local authorities' cooperation and development policies such as the policy adopted by the Milan municipality.

[43] Information obtained from Tana Anglana, Project Manager, and Elisa Piraccini, Project Assistant, IOM Mission with Regional Functions (MRF), Rome, 18 June 2009.

[44] Information obtained from Ralph Welcker, Manager Migration and Development Department, IOM The Hague, Netherlands, 14 May 2009.

living in Modena established a cooperative linking the municipality of Modena to the village of Gomoa Simbrofo in Ghana through the creation of a 250-acre pineapple farm. The collaborative efforts between several actors, including a local cooperative bank, the Modena branch of Confcooperative, the umbrella organization of Italian cooperatives, the Agrintesa company, the municipality of Modena and IOM have made this project into a reference model for cooperation at community level. The engagement of diaspora communities and the transfer of skills and their commitment to create enterprises by investing in their home countries has been of particular benefit and value concerning the social and economic development efforts of the Gomoa Simbrofo community (Pandya, 2007). The next sub-section highlights different kinds of transfers of skills and resources as a strategic approach.

Physical, virtual and technical transfers

A third broad, strategic approach covers many different ways of transferring expertise and knowledge (for instance through the actual return of skilled expatriates, or virtually, via electronic channels) or resources (for instance technical equipment). For example, Ghana is experiencing an exodus of its health professionals,[45] in particular medical doctors and nurses, which seriously affects the quality of healthcare services in this country. The objective of the MIDA Ghana Health Project is, therefore, to stem this development and reverse the brain drain to ensure the availability of qualified health personnel in hospitals and medical training institutions. To achieve this objective, the MIDA Ghana Health Project enables individuals from the Ghanaian diaspora living in the European Union to undertake periodic/circular returns to Ghana. An initial phase of the project aimed to assess the interest and potential of the Ghanaian diaspora living in The Netherlands to contribute to home country development, and the capacity of the Ghanaian authorities to integrate a diaspora component into their human resource planning. During the second phase of the project (2005-2008) 65 temporary returns were organized. During the third phase of MIDA Ghana Health Project (2008-2012) IOM will facilitate 150 temporary return assignments. In addition to the return assignments to Ghana, medical personnel who choose to remain in Ghana are offered the opportunity to undertake healthcare training in The Netherlands or the UK.[46]

In Ethiopia a different formula has been used. As part of the Migration for Development in Ethiopia 'MIDEth' Health project, medical equipment estimated to be worth between USD 1.8 to 2 million has been

---

[45] The number of health workers worldwide is estimated at around 59.8 million. About two-thirds (39.5 million) provide health services, and the other third (19.8 million) are engaged in management and support services (WHO, 2006a). In 2000, over 500 nurses - over double the number of graduates in that year - left Ghana (Kingma, 2006; Little and Buchan, 2007). 13 per cent of Ghanaian nurses and midwives live in seven OECD countries, namely Canada, Denmark, Finland, Ireland, Portugal, United Kingdom, United States of America (WHO, 2006b).

[46] Information obtained from Joost van der Aalst, Chief of Mission, IOM The Netherlands, and Ralph Welcker, Manager, Migration and Development Department, IOM The Netherlands, 14 May and 11 June 2009.

transferred and donated to four hospitals in Ethiopia and their staff trained by medical personnel selected among the Ethiopian diaspora and friends residing in the US.[47]

A further impediment to a sustainable development process is the shortage and ageing of university faculties in some disciplines. By using new communication technology for the virtual transfer of expertise and skills, highly skilled expatriates can share their expertise with colleagues in their country of origin without having to be physically present (IOM, 2005d).[48] Counselling and training have been effectively provided at a distance via the internet, notably in the health sector. One constraint, however, is the quality of available equipment. Experience has shown that some host institutions, for instance hospitals in the MIDA Ghana project or in the TRQN projects,[49] do not have the appropriate electronic communication facilities. In the case of the Sudan, even Skype sessions are difficult to realize.[50] Hence the value of developing partnerships with institutions with a proven record of achievement in this area.

Although the different ways in which migrants can contribute to the development of their countries of origin have received considerable attention, many possibilities still remain to be explored. As new possibilities arise and are applied in practice, it will be essential to carefully document the approach followed so that lessons may, in due course, be drawn to guide future programme activities in this area. From the experience gained so far, it is already possible to identify some fundamentally important components of MIDA projects.

II.2   Phase 1: Assessing and linking the needs, resources, priorities and expectations of all stakeholders

The ultimate success of a MIDA-type project is predicated on the availability of solid baseline data. Hence the importance of a careful pre-assessment to identify capacity gaps to be remedied through the project, to determine the beneficiaries and to identify the regional, national and/or local specificities that will have to be taken into account in the project design.

---

[47] Information obtained from Charles Kwenin, Head of Special Liaison Mission, IOM Addis Ababa, Ethiopia, 10 November 2008.

[48] In the framework of the MIDA Great Lakes programme, a doctor and member of the Congolese diaspora in Belgium has taught two courses to over 700 students in anaesthesiology and reanimation at the University of Lubumbashi, DRC. The courses were prepared in close collaboration with the Université Libre de Bruxelles in Belgium. Completed with information received from Tamara Keating, Head of Implementation and Management Services, IOM Mission with Regional Functions Brussels.

[49] The TRQN project implemented by IOM The Hague, Netherlands, targets Afghanistan, Bosnia and Herzegovina, Ethiopia, Georgia, Sierra Leone and Sudan.

[50] Information obtained from Ralph Welcker, Manager Migration and Development Department, IOM The Hague, Netherlands, 14 May 2009.

Operationalizing Migration for Development Across Regions

In this process, the gender dimension calls for particular attention both at the time of the research assessment conducted in the country of origin (designation of resource gaps, selection of potential target groups, outlining policy orientations) as well as in the country of destination (experiences, qualifications, profiles and situations in which female and male experts work in their host community). As a starting point in the design of a gender-sensitive project, data needs to be disaggregated according to sex and age, and the information analysed with a view to identifying the specific contribution to development women migrants are able to offer, as well as the gender-specific obstacles and risk they might be exposed to, including health and security concerns. As a general rule and in accordance with established good practice, project management decisions should actively address gender stereotypes by encouraging and supporting women to take up positions in non-traditional areas.

Identification of key sectors and skill levels required in target countries

An especially important insight gained from the early implementation of RQN programmes and subsequently incorporated into MIDA projects, is the reliable identification of skills shortages and resource needs in key development sectors. A demand for expertise must be clearly recognized and documented (IOM, 2007b). To prioritize key sectors showing significant demand, government officials in key ministries and other public entities in charge of migration, social policy, health, education, finance and trade should be closely consulted. The expectations of other stakeholders concerned, including public and private sector employers, also need to be explored and consulted. This lead-up work will pave the way for the creation of lasting partnerships based on mutual trust.

A project should also be embedded in the overall national poverty alleviation strategy and other relevant national and regional development policies and strategies, including employment strategies. In the case of the MIDA Ghana Health project (IOM, 2008a), the Ghanaian Ministry of Health is IOM's key implementing partner and plays a decisive role in determining human resources and capacity building targets. The involvement of the ministry and liaison with other public and private healthcare institutions at national and local level ensure the project's consistency with and integration into the Human Resource Policies and Strategies for the Health Sector (HRPS),[51] as well as the identification of the skills, knowledge and resources needed in the different institutions.[52] To identify critical needs in Ethiopia, the MIDA Ethiopia project drew on the United Nations

---

[51] Information obtained from Ralph Welcker, Manager, Migration and Development Department, IOM Mission The Hague, Netherlands, 19 March 2009.

[52] Interlinkages exist with the labour market assessment currently undertaken by IOM Ghana as part of an EU-funded project. In synergy with the MIDA Ghana Health project, this study considers the HRPS from the broader National Health Policy of Ghana. Its findings will certainly be useful for the identification of skill gaps under the MIDA project. Based on information obtained from David Appiah, MIDA field manager, IOM Accra, Ghana, 12 June 2009.

Operationalizing Migration for Development Across Regions

Development Assistance Framework (UNDAF), whose resource mobilization strategy includes the Ethiopian diaspora.[53] Another example is that of Cape Verde. Based on the priority development sectors identified in the Cape Verde National Development Plan (Republic of Cape Verde, 2001),[54] the MIDA project DIAS de Cabo Verde has put in place a sustainable communication practice whereby each local and national institution in charge of a key development sector portfolio contributes to the assessment by communicating its specific needs for the upgrading of particular skills.[55]

There are several techniques for assessing skills gaps and key development sectors. The MIDA Great Lakes programme provides a good example of a sound and well coordinated procedure in which IOM works closely with key partners in the ministries of labour in Burundi, the Democratic Republic of the Congo (DRC) and Rwanda. The selection of the beneficiary institutions in the target countries is made by IOM in close collaboration with the local MIDA units[56] embedded in the national ministries of labour,[57] with due regard to relevant national and regional policies. At the outset, all relevant information concerning key sectors, institutions and actors in each target country is ascertained with the aid of questionnaires sent to focal points in the partner institutions, and prioritized in meetings of technical committees consisting of representatives from the respective sectors and the national MIDA coordinator.[58] Subsequently, regular meetings among national steering committees composed of representatives of the public and private sectors, civil society, academia, enterprises, associations, international agencies and donors ensure that the choices are coherent and in line with overall human resource and development strategies. Based on the national priorities and sectoral strategies devised within the framework of the MIDA Great Lakes programme, a strategy document is then elaborated for each country laying out the priorities for the operational part of the programme. However, one drawback is that this process is administratively burdensome and can considerably slowdown project implementation (IOM, 2008c; Keating, 2007; SEE, 2008). A change to a longer-term approach involving projects developed jointly by diaspora members and target institutions, thus enabling diasporas to offer technical support to these institutions, is intended to remedy this problem in the coming years.

---

[53] Information obtained from Charles Kwenin, Head of Special Liaison Mission, and Bruk Asmellash, Programme Coordinator, MIDEth, IOM Addis Ababa, Ethiopia, 13 March 2009.

[54] Please see <http://www.minfin.gov.cv/grandes-op-es-do-plano/grandes-op-es-do-plano/index.php>.

[55] Based on information received from Monica Goracci, Chief of Mission, and Marta Bronzin, Project Coordinator, IOM Lisbon, Portugal, 22 June 2009.

[56] The local MIDA units in the three countries consist of a national coordinator, an assistant and an administrative officer located in the Ministries of Labour (IOM, 2008).

[57] Information obtained from Géraldine Ansart, Project Assistant, MIDA Great Lakes Programme, IOM Brussels, 23 February 2009.

[58] The technical committee comprises the national coordinator and the representatives of beneficiary institutions in the three sectors health, education, and rural development, as well as sector specialists representing partner countries or international organizations (SEE, 2008).

As part of this assessment process, the skills and qualifications required of the migrants to be involved (possibly ranging from low-/semi-skilled[59] to highly skilled migrants), as well as necessary financial resources and equipment, need to be systematically determined in accordance with the short to medium-term requirements identified as essential if they are to have the intended long-term impact in the selected key economic sectors in the respective participating country. This can be done through surveys of vacant positions in the target institutions and companies; examination of case loads; recording the number of expatriates employed in particular professions as an indicator, or broad labour market surveys to determine prevailing general skill gaps. Similarly, important synergies can be derived from other capacity building initiatives outside the MIDA framework that target not only qualified expatriates, but other groups, such as potential migrants. These can include labour market assessments for employment overseas, as in the Integrated Migration Information System phase II project, being implemented by IOM in Egypt (IOM, ILO and OSCE, 2008). Establishing a structure to research and access updated information and changes in employment needs can serve as a useful tool to avoid having to rely on outdated information on vacancies as occurred initially in the MIDA Ghana project.[60]

Mapping the target groups from within the diaspora and migrant communities abroad

Countries of origin are now conscious of the fact that their expatriates are a valuable resource for development when key labour market sectors suffer from a shortage of skilled workers. The mapping of existing networks, interests, expectations and available resources among their expatriate communities is an important initial step in the development of viable project initiatives. Through surveys, questionnaires and the creation of databases – often available online[61] – it is possible to obtain detailed community profiles covering skills, qualifications, experience, social and demographic information, employment patterns, location and length of stay in the host country. Such data can then be analysed and matched against identified needs (IOM, 2004a; 2005c; 2006).

For example, the pooling of information on diaspora resources through the expert database established in the course of the MIDA Great Lakes programme has been of great value. Partner institutions, government

---

[59] In the absence of a generally agreed definition, a semi-skilled migrant still requires some amount of training or familiarization with the job requirements to operate at maximum/optimal efficiency, though not of the same length or level as required for a skilled worker. Manual workers (e.g. production, construction workers) should therefore be classified as semi-skilled. A less or low-skilled worker normally has less training than a semi-skilled worker or no training at all but has acquired the needed competence on the job (IOM, 2008d).

[60] Information obtained from David Appiah, IOM Accra, Ghana, 20 March 2009.

[61] See for instance http://ethiopiandiaspora.org/questionaire.asp for the MIDA Ethiopia website, where diaspora members can register their skills, expertise and resources, as well as the diaspora database administered by IOM Geneva, under http://www.iom.int/jahia/Jahia/activities/by-theme/migration-development/pid/1810 as examples.

Operationalizing Migration for Development Across Regions

counterparts and donors have all expressed their appreciation for both its geographical and sectoral coverage, as well as the quality of the data. Concerning the balance among the three target countries, experts of Congolese origin are the main group represented in the database, accounting for 58 per cent of all who signed up as of August 2008, followed by experts of, respectively Burundian (25%) and Rwandan (16%) origin. Thus, the regional coverage of the programme seems to be well justified. Nonetheless, with women accounting only for less than one quarter of the 1,370 registrations as of August 2008, there remains considerable room for improvements regarding the gender balance (SEE, 2008).[62] A similar migrant skills database was established as part of the MIDA Ghana and TRQN programmes, and contains the profiles of over 700 professionals to date.[63]

During the MIDA Italy project, conducted between 2006 and 2007, the Centro Studi di Politica Internazionale (CeSPI, an Italian research institute) set out to ascertain the tools best suited to identify the skills, expertise and resources present among the African diaspora community in Italy, and determined a bottom-up approach through focus group discussions and thematic interviews to be most effective. The focus groups allowed the researchers to take stock of the migrants' points of view, their priorities and expectations.[64] As part of the second phase of the TRQN project, a similar mapping exercise was being conducted for migrant groups in the Netherlands originating from Afghanistan, Bosnia and Herzegovina, Georgia, Ethiopia, Sierra Leone and Sudan.[65]

Though statistical information on members of diaspora associations, networks, community organizations and societies can offer additional insight into the composition and level of organization of expatriate experts, research should not be limited to such networks and associations as not all diaspora members may belong to them, in particular women (IOM, 2006a).

It is during the resource mapping stage that the suitability of potential target groups can be assessed. For instance, a survey of African expatriates residing in Italy, conducted in 2005, established that Nigerians constituted one of the largest African diaspora groups (Ceschi and Stocchiero, 2006). Despite this large presence, the preliminary analysis conducted between 2006 and 2007 revealed that most of them seemed to be victims of trafficking and, hence, in need of support rather than participating in migration and development initiatives

---

[62] As a special component of the MIDA general database administered by IOM Geneva, the African Women Database, accessible under http://www.iom. int/jahia/Jahia/pid/1904, offers information on female African diaspora members to increase the understanding of their profiles through detailed data.
[63] As of May 2009. Information obtained from Ralph Welcker, IOM The Hague, 14 May 2009.
[64] Information obtained from Peter Schatzer, Director, Regional Representative, Barbara Fridel, Project Development Officer, and Tana Anglana, Project Manager, IOM Mission with Regional Functions (MRF), Rome, Italy, 16 January 2009. Focus group discussions and interviews are also used under the MIDA Great Lakes programme (SEE, 2008).
[65] Information obtained from Ralph Welcker, IOM The Hague, 14 May 2009.

(IOM, 2005a).[66] This was an important outcome of the pre-assessment phase and allowed activities to focus on the Ghanaian and Senegalese communities. Both quantitatively and qualitatively, these two groups offered the necessary presence, as well as organizational, financial and entrepreneurial resources and skills. Moreover, their numerous associations provide socio-cultural support and, in particular, foster transnational links with the host community at local and also national level (Ceschi and Stocchiero, 2006).

Besides diaspora associations, the CeSPI mapping exercise assessed cooperatives, national and local authorities, representatives of the private sector, including banks, and NGOs in several Italian regions, including the potential of the Ghanaian and Senegalese diasporas to engage in viable economic development activities.[67] Multi-stakeholder involvement in the preparation phase, above all of the migrants themselves, proved to be of central importance for the success of the MIDA project implementation (Ceschi and Stocchiero, 2006). In addition to mapping target groups, surveys and studies can add to the understanding and knowledge concerning the type of activities potentially of interest to the diasporas and the possible difficulties in realizing them (Global Migration Group, 2008).

Matching supply and demand

The skills and resources identified as being in demand in the target countries must be matched against the available expertise, qualifications and resources available in the migrant and diaspora communities (IOM, 2004a). Building on the experience gained from earlier RQN programmes, but with a sharper focus on specific needs, MIDA projects facilitate the selection of candidates from within the diasporas by providing the beneficiary institutions with selected profiles of diaspora members or identified initiatives. This process allows the target institutions to select the candidates/projects in accordance with their previously identified human resource needs (IOM, 2008a; SEE, 2008).

During the implementation of the MIDA Great Lakes programme which targeted the Burundian, Congolese and Rwandese diaspora communities in Europe, a particular difficulty encountered was the quality of the job descriptions for the experts sought. Often the terms of reference drafted by the partner institutions in the target countries for the engagement of diaspora members were too short and unclear (SEE, 2008), revealing a lack of specific knowledge and capacity. In consequence, mismatches occurred and participants realized that they had been placed in positions requiring competences they did not have, and their job descriptions had to

---

[66]   Information obtained from Peter Schatzer, Barbara Fridel and Tana Anglana, IOM MRF Rome, 16 January 2009.
[67]   The project did not specifically target qualified nationals but covered African diaspora members in general.

be revised accordingly.[68] A more systematic and institutionalized determination of needs might help to remedy this problem.[69] For instance, the MIDA Great Lakes programme now foresees that beneficiary institutions obtain technical advice from diaspora members regarding the development of their project proposals.

For MIDA projects that do not specifically target highly qualified migrants, an important step can be the identification, together with the relevant authorities of the target country, of the priority sectors to be developed and for which the country itself wishes to promote/encourage diaspora investment; for instance, some of the priority sectors identified during the MIDA Ghana/Senegal programme were agriculture (and related activities such as agro-processing) and tourism.

Textbox 4: Preconditions for the implementation of MIDA and similar programmes

To ensure successful programme implementation and the safety of participants, certain preconditions have to be respected in accordance with the project involved (Sandgren, 2001; IOM and DGCD, 2006; IOM, 2007c; 2009; Keating, 2007).

… for **diaspora members**:
- Originate from the target country or region[70] and have regular legal residence status in a host country.
- Availability and possibility to leave the host country for short-term assignments to the target country without forfeiting their legal residence status, employment or social and healthcare entitlements.[71]
- Possession of human and/or financial resources, e.g. level of education, qualifications and professional experience in demand in the target country as well as/or financial and entrepreneurial capital.
- Willingness, motivation, commitment and capability to contribute to home country development through knowledge and resource transfer.
- Good state of health and ability to work in physically demanding conditions in the case of activities involving actual return.

Multi-stakeholder involvement in both target and host countries is necessary to ensure that the legal status of diaspora members is not compromised through their temporary deployment under such schemes (GMG, 2008).[72] Resource constraints may sometimes make participation difficult for certain groups of migrants as, for instance, has been the case among the West African diaspora in Italy (IOM, 2005a).

---

[68] Information obtained from Tamara Keating, Head of Implementation and Management Services, IOM Mission with Regional Functions Brussels, Belgium, 13 January 2009.

[69] The Call for project proposals in the fourth phase of MIDA Great Lakes aims to address this issue. Please refer to www.midagrandslacs.org.

[70] Not a requirement for programmes aiming to enhance investment opportunities and their productive use.

[71] Only applies to programmes that involve the physical transfer of experts to the target countries.

[72] The condition of legal foreign residence excludes migrants in an irregular situation whose needs are therefore difficult to address. In any case, irregular migrants are likely to prioritize their own and their families' livelihood strategies rather than being in a position to support efforts to foster the development of their origin country. Information obtained from Anita Alero Davies, Public Health Specialist, Migration Health Department, IOM Headquarters Geneva, Switzerland, 14 January 2009.

...for **employers and/or beneficiary institutions**:

- Facing a human resource shortage in a key development sector identified at regional, national or local level.
- Inability to identify and recruit qualified staff on the local labour market.
- Willingness to be involved in a pluri-annual project, including contributing financially and socially to the contracting of diaspora experts.
- Demonstrated impact of the engagement of the required professionals on the management capacity of the beneficiary institution.

Reliance on the programme's salary supplement by drawing on a MIDA participant rather than hiring local personnel is to be avoided, yet might be difficult to implement in certain cases. This underlines the importance of sound prior needs assessment.

...concerning the **overall country or regional context**:

- Conducive political and economic environment, good governance, sound macroeconomic conditions and a credible legislative framework and reliable rule of law, as well as awareness of potentially destabilizing factors, such as corruption, political instability and security risks.[73]
- Availability of necessary basic infrastructure, such as electricity, roads and transport, housing, access to healthcare and schools.

II.3   Phase 2: Promotional activities to mobilize resources and build trust

Outreach activities to mobilize diaspora and migrant resources and build trust

A prerequisite for any new MIDA-type initiative is to present all actors, including donors, a clear justification of why and how development cooperation goals may be better achieved through the type of intervention provided under MIDA. Once the resources and interests of diaspora communities have been mapped and matched against the identified needs in home countries, a promotional communication strategy has to be devised to raise public awareness and interest through information campaigns, focus group discussions, the

---

[73] In the case of MIDA Somalia, Somali health professionals participating in the project had to be evacuated in October 2008 due to the worsening security situation in Somalia. Nonetheless, participants were prepared and aware of the security threat. IOM in Hargeisa, Somalia, and Helsinki, Finland, as the implementing agency, had secured agreements with evacuating agencies and insured participants for this case. Information obtained from Juan Daniel Reyes, Project Officer, IOM Helsinki, Finland, 16 January 2009.

Operationalizing Migration for Development Across Regions

convening of conferences on migration for development, and websites to disseminate background information. These promotional activities can help to introduce and present the MIDA approach, which is aimed at reaching relevant stakeholders, such as government counterparts in home and host countries, qualified members of the expatriate community, interested institutions and companies who may potentially benefit from the skills and resources to be gained under the MIDA initiative, and other potentially interested actors. The principal objective of outreach activities is to inform and to secure the participation of a variety of stakeholders who, in turn, are able and ready to make the programme known among other potential partners (Ceschi and Stocchiero, 2006).

Contrary to the frequently cited neglect to contact and communicate with diaspora communities in connection with such and similar activities conducted under the auspices of international agencies, MIDA makes a point of working with migrants and diaspora communities and not merely for them,[74] and acknowledges and welcomes diasporas as partners and not mere resources. In order to build and ensure viable and constructive relationships between active diaspora members and their government counterparts in home and host countries, together with other relevant stakeholders, among them international agencies and private sector institutions able to facilitate this process, is their engagement in what has come to be known as Diaspora Dialogues.[75]

Textbox 5: Facilitating Diaspora Dialogues

Through Diaspora Dialogues it is possible to obviate significant gaps in communication channels, create linkages and a mutually beneficial environment of trust between diaspora associations, governments in countries of origin and destination and many other development stakeholders. Since their launch in 2006, IOM has facilitated Diaspora Dialogue video conferences on such topics as health, agriculture, private sector development and investment in Benin, Burundi, the Democratic Republic of Congo, Sudan and Tanzania, as well as human resource development through diaspora-supported capacity building in the education sector in sub-Saharan Africa. Similar Dialogues have also taken place with Ethiopia, Nigeria and Cape Verde. A significant outcome of the discussions on the steps necessary to ensure diaspora involvement in development policies and programmes was the agreement on the introduction of databases to register the qualifications and skills of African expatriates residing in Europe and North America who were willing to contribute their skills and resources to migration and development projects. Such databases, developed with IOM assistance, are set up as part of most existing MIDA programmes (Diene, 2007; IOM, 2007a).

The presentation of relevant information on websites considerably facilitates outreach initiatives in an increasingly interconnected world and ease of access by a wide range of diaspora community members. As an

---

[74] Information obtained from Peter Schatzer, IOM Rome, 16 January 2009.

[75] As an example, Fonkoze, the largest microfinance institutions in Haiti, recently concluded a video conference between members of the Haitian diaspora community living in the United States and the Ministry of Haitians Living Abroad in Port-au-Prince to explore ways to improve the financial literacy of Haitian immigrants in the US. For more details, see Luce, 2009.

example of best practice evolved from the MIDA Great Lakes programmatic Phase III (SEE, 2008), databases contain the profiles of diaspora experts in key development sectors, who can inscribe themselves via the MIDA websites to express their availability and willingness to cooperate in various RQN and MIDA projects. In all cases, the inscription remains a voluntary and personal initiative and the follow-up and acceptance will depend on the outreach capacity and activities of the programme. For instance, if individual diaspora members are not part of large associations or do not maintain close contact with other expatriates they may not be reached for inscription and involvement. This is an important insight gained from the MIDA project in Ethiopia, MIDEth. Diaspora members who, for instance, belong to well organized doctors' associations in the United States or Europe are easier to contact than those who maintain no, or only very lose contact with their compatriots in the host country.[76] This also applies to nurses who are not targeted by mapping or outreach activities. There is also a gender dimension to consider: male doctors appear to be overly represented in professional associations or networks, contrary to female health professionals and nurses, who often have to be reached through different channels, as in the case of the MIDA Health Somalia project.

Promotional campaigns should target both host and origin countries. A significant lesson learned in the pilot phase of MIDA Italy and which focused on Ghana and Ethiopia, concerned the need to conduct promotional activities in both countries of origin and of destination to ensure the broadest support possible (IOM, 2005a). Whereas during Phase I of the MIDA Great Lakes programme some diaspora experts encountered mistrust and even jealousy on the part of local staff at their place of work, the second phase witnessed a significant improvement concerning the general knowledge and public perception of the programme. The degree of acceptance of the programme participants was generally much higher - an important condition for effective capacity building (IOM and DGGD, 2006). Publicity in the media can play a special part in reaching the widest possible audience and, in particular, in achieving the important objective of a higher level of female registration.

In keeping with the recommendations from the evaluation of phase III of the MIDA Great Lakes programme, special efforts should be made to enlarge the pool of participating countries of destination. In that regard, IOM has decided to intensify its outreach efforts to diaspora members living in other European destination countries besides Belgium (IOM, 2007c). At all events, due account has to be taken of the respective development cooperation policies and priorities of governments and other donors. The importance of this was well illustrated in the DIAS de Cabo Verde MIDA project, where the Dutch government withdrew its funding since Cape Verde no longer figured on its list of target developing countries.[77]

---

[76] Information obtained from Charles Kwenin, Head of Special Liaison Mission, IOM Addis Ababa, Ethiopia, 13 March 2009.
[77] Information obtained from Ralph Welcker, IOM The Hague, 14 May 2009.

Operationalizing Migration for Development Across Regions

Creating and fostering incentives to participate

Early evaluations of the RQN programmes clearly identified and emphasized the need to establish incentives to encourage participation in development projects in countries of origin (ICM, 1986; IOM, 1990; 1992; 1993). Bearing in mind the cost of living, the frequently low salary levels and weak local infrastructure, support in the form of travel costs, transportation of personal goods, salary supplements, medical insurance and professional equipment are provided in varying degrees and depending on the particular programmes, by IOM and its partners to facilitate the reintegration process of expatriate experts. The availability of affordable housing was found to be crucial for the success of RQN programmes (Altai Consulting, 2005).

In the early stages of RQN programmes, the perception that returnees enjoyed preferential treatment through the allowances they received compared to those who had remained in the country had given rise to some contention. In the meantime, this issue has been appropriately addressed in many projects such as, for instance, the RQN programme to Zimbabwe in the 1980s in response to a request to that effect by the government and an assessment of actual needs in the reintegration process (ICM, 1986), and is being similarly taken account of in the fourth phase of the MIDA Great Lakes programme (2009-2012), where the experts undertake assignments on a voluntary basis and receive a subsistence allowance to cover their daily expenses.[78]

> **Textbox 6: The incentives for participants through programme support can include coverage of the following expenses:**
>
> - Travel
> - Insurance for the duration of the assignment
> - Vaccination
> - Visa and temporary registration
> - Subsistence allowance to ensure the voluntary nature of the involvement, often partly covered by employers
> - Housing and transport support, with special consideration for the safety of female participants
> - Pre-departure orientation and in-country assistance through the MIDA teams and IOM (IOM, 2004a; 2008a; 2009)

The decision to participate will also depend on other factors, such as the possibility to take unpaid or annual leave, the loss of social and health entitlements, the forfeiture of residence rights by leaving the host

---

[78] Information obtained from Tamara Keating, IOM Brussels, 13 January 2009.

country for short-term MIDA assignments,[79] or capacity to service continuing obligations, such as mortgages. Virtual returns through e-learning platforms and electronic communication offer an innovative option that enable the participation of diaspora members who would otherwise be unable to sign up owing to personal constraints such as the difficulty to take time off from work or the inconvenience of leaving the country for several weeks. On the other hand, professionals who may temporarily be out of work would be more likely to volunteer than those for whom it would be difficult to reconcile an absence of several weeks with existing personal or professional obligations (Long and Mensah, 2007; SEE, 2008).

Despite the cultural and linguistic affinities of experts from the diaspora and migrant communities, it is important to note that many emigrants may not always be fully aware of, or up-to-date with, the prevailing local context in their country of origin. As feedback from participants has demonstrated since the launch of migration for development programmes,[80] the longer migrants have been out of the country, the more likely they are to find it difficult to readjust to the local context. This is especially true in the presence of important differentials in the level of development between the country of origin and the country of residence. Lack of infrastructure, different working and living conditions and levels of (in-)security can also influence the success of short-term returns of qualified nationals. For these reasons, the MIDA Ghana Health project follows the good practice of offering preparatory courses and orientation sessions to participants. Furthermore, diaspora professionals can assist by informing other diaspora members of the prevailing situation. The dearth of adequate housing is a further major challenge, as for instance the inclusion of accommodation for medical personnel and their families is often not taken into account in the planning of hospital compounds[81] (IOM, 2008a; Long and Mensah, 2007).

A major challenge has been the lack of attention to the gender component in existing programmes. This goes beyond the simple matter of including female experts and respecting gender parity. As the participation of women is often quite low, and in most cases below fifty per cent,[82] the specific and explicit targeting of female professionals in outreach and promotional activities appears justified. Given the underrepresentation of female diaspora experts in the MIDA Great Lakes database, where women account for a mere 20 per cent of all experts registered as of January 2009, more attention should be given to ensuring that assignments are gender sensitive and to removing any obstacles to the participation of female experts. Of specific concern are gender hierarchies

---

[79] The residence status of participants in MIDA Ghana and TRQN is usually not affected as they tend to be holders of Dutch passports. Information obtained from Ralph Welcker, IOM The Hague, Netherlands, 2 April 2009.

[80] See, for instance, IOM, 2005a; Long and Mensah, 2007.

[81] Information obtained from Anita Alero Davies, Public Health Specialist, Migration Health Department, IOM Geneva, 14 January 2009.

[82] Women undertook 5 per cent of missions as part of MIDA Great Lakes Phase III, while 20 per cent of all registered experts in the database are women professionals; female participation reached 37,5 per cent in assignments between April 2008 and January 2009 under the MIDA Ghana Health III project Information obtained from Géraldine Ansart, IOM Brussels, 12 February 2009; and Hans Eijkhout, Project Officer Migration and Development, IOM The Hague, Netherlands, 6 February 2009.

and power asymmetries in diaspora associations, which may restrain women from taking part in decisions and activities and from communicating their interests and expectations (GFMD, 2008b). One possible solution is to identify and contact women diaspora associations and involve them more closely and systematically. It should also be borne in mind that female professionals can serve as role models and bring a better understanding of the particular experiences of women to their assigned tasks. The MIDA Somalia project offers a positive example, where 10 out of 23 applicants are women, and four out of seven professional expatriate returnees to Somalia are female health workers.[83] If the gender dimension is not satisfactorily addressed, the different needs of male and female diaspora members cannot be met and the potential contribution of women will not be fully realized.

Another option to take due account of the gender dimension are projects that focus on the specific needs of a social group, such as women or children. This gender-specific approach to capacity building in programming seems to have been somewhat neglected. The only existing MIDA initiative so far is the Migrant Women for Development in Africa (WMIDA) project, which seeks to increase the direct involvement of female experts from Western sub-Saharan Africa residing in Italy. Since its inception in 2008, the programme has helped to mobilize migrant women to promote private sector development and social projects. In the long run, gender issues should ideally be mainstreamed into all project cycles to avoid isolating women's concerns from those of men, and vice versa.

II.4   Phase 3: Consolidation of interest

Ensuring commitment and ownership

Fostering commitment and a broad ownership base are two key guiding principles underpinning the successful implementation of MIDA programmes. Two out of the five recommendations emanating from the April 2001 MIDA workshop in Libreville, Gabon, underlined the need for commitment by governments and business leaders to support the realization of MIDA programmes as well as the importance of national ownership of MIDA programmes.[84]

Initially, IOM project managers faced certain obstacles in securing the commitment and participation of their government counterparts. For instance, during the MIDA Italy pilot phase (2003 -2004), expressions of political commitment by Ghana and Ethiopia were slow to be transformed into an active engagement through

---

[83] Information obtained from Juan Daniel Reyes, IOM Helsinki, 13 May 2009.

[84] While the first recommendation states that "Both governments and private sectors should show commitment to the successful implementation of the MIDA programme", the second stipulates: "The ownership of the MIDA programme rests with African countries themselves." (IOM, 2001)

formal support structures based on a signed agreement such as a memorandum of understanding (MoU) for implementation in the field (IOM, 2005a). Experience has since demonstrated that the active engagement of governments is an essential condition of success.[85] Assigning national MIDA coordinators or focal points to work in the target institutions in the beneficiary countries and to engage nationals in project management can also help to strengthen country ownership (IOM, 2004a). In this respect, the DIAS de Cabo Verde project, led by the Instituto das Comunidades, under the Ministry of Foreign Affairs, with the technical assistance of IOM, represents an innovative example of full ownership and commitment on the part of the Cape Verdean Government.[86]

One of the most valuable lessons learned from past and ongoing MIDA projects is the realization that cooperation among all relevant stakeholders is of utmost importance. Close collaboration among the respective ministries and other actors in the targeted sector(s) has proven to be of enormous benefit. For example, the MIDA Ghana Health project could not have been realized without the help of partners in The Netherlands, the UK and Germany, on the one hand, and Ghanaian experts on the other. Similarly, the MIDA Italy project was built on cooperation among national and local authorities in Italy and Senegal.[87]

In the case of the ongoing MIDEth project, ownership is shared among a consortium of three partners (the Ethiopian authorities, UNDP as the main donor, and the IOM office in Addis Ababa) who have signed a memorandum of understanding (MoU) as the formal basis for the implementation of the project. The Directorate General for Ethiopian Expatriate Affairs at the Ministry of Foreign Affairs (2009) and the Regional Diaspora Affairs Coordinating Offices are the main government counterparts and the project's capacity building activities include training of their diaspora desk officers.[88]

At another level, there is room for the exploration of opportunities for cooperation with other international donors and implementing agencies (IOM and DGCD, 2006). For instance, MIDA-type projects can complement programmes operated by other international organizations, such as TOKTEN of UNDP, which can offer the rapid deployment of experts to fill capacity gaps in post-crisis situations.[89] In some countries where significant synergies between projects run by IOM and other agencies exist, good practices meriting replication on a broader scale

---

[85] For instance, in the case of Burundi, Rwanda and DRC, MIDA was included in their National Indicative Programmes (NIP).

[86] Based on information from Monica Goracci, Chief of Mission, and Marta Bronzin, Project Coordinator, IOM Lisbon, Portugal, 22 June 2009.

[87] The MIDA Ghana Health Task Force consists of all major stakeholders of the health sector in Ghana. Information obtained from Ralph Welcker, 19 March 2009; David Appiah, 20 March 2009; Peter Schatzer, Barbara Fridel and Tana Anglana, 16 January 2009, and Tamara Keating, 13 January 2009.

[88] Information obtained from Charles Kwenin and Bruk Asmellash, IOM Addis Ababa, 13 March 2009.

[89] In Rwanda and Burundi, UNDP agreed to focus its activities under its TOKTEN programmes on the diasporas in North America, South Africa and Asia, whereas IOM's MIDA programme would target the diasporas in Europe. Furthermore, the conditions for the short-term capacity building assignments have been synchronized between the two programmes in the two Great Lakes countries (IOM and DGCD, 2006).

and lessons learned are shared and projects merged, as is the case in the Qualified Expatriate Somali Technical Support (QUESTS) programme of UNDP. Based on the experience gained through UNDP's QUESTS and TOKTEN programmes and IOM's MIDA and RQN programmatic experience, IOM will launch a revised version entitled QUESTS-MIDA programme in partnership with UNDP (UNDP and IOM, 2009). An agreement was also signed between IOM and the Food and Agriculture Organization (FAO), which makes specific reference to the MIDA programme initiative and aims at supporting co-development for agricultural projects proposed by migrant communities.

Sustainability

Sustainability[90] is a key issue in every intervention and many factors contribute to determine the sustainability of MIDA projects over time. MIDA projects are not intended merely to fill vacant positions, but seek instead to enhance the competence of beneficiaries and beneficiary institutions by imparting new and complementary skills, knowledge and know-how[91] and, by introducing new technologies and equipment, to contribute to long-term improvements (IOM, 2004a; 2008a). In addition, many projects aim to generate employment opportunities on the local job market and economic growth in general. This longer-term perspective may be the most significant difference between MIDA and programmes such as TOKTEN and RQN, which aim to fill vacancies in post-crisis scenarios with a more short-term orientation.[92]

The MIDA Guinea project had as its primary objective the social and economic empowerment of rural women through the establishment of cooperatives managing their own revolving microcredit fund. The successful acquisition of entrepreneurial management skills by the participants and the creation of group cohesion were considered crucial for the longer-term sustainability of the project (IOM, 2005b).

Similarly, current IOM MIDA projects focus on building lasting partnerships between ministries and diaspora members (as in the MIDA Great Lakes, MIDA Ghana Health, TRQN Sierra Leone and DIAS de Cabo Verde programmes) as well as between host and origin municipalities of diaspora communities (as in the MIDA Ghana Cooperative project on decentralized cooperation). The approach adopted by MIDA Italy is based on the idea of SMEs as self-sustaining and able to contribute to development; moreover, a lasting effect of this project is sought through the empowerment of migrant associations and the establishment of partnerships between

---

[90] Sustainability in the context of project implementation is understood as making a lasting contribution by maintaining activities and, in particular, their impact beyond the termination of IOM's operational involvement.

[91] Information obtained from Ralph Welcker, IOM Mission The Hague, Netherlands, 19 March 2009.

[92] It is important to note that due to its development orientation, yet including countries outside Africa, the TRQN programme is considered a MIDA-type programme.

these and their host communities.[93] Other factors that contribute to the sustainability of these projects are reliance on national coordinators and partners drawn from the local pool of talent (Keating, 2007), high visibility and strong political acceptance and support. On the strength of that record, partner institutions have been keen to extend their involvement and professionals willing to repeat their interventions (SEE, 2008).

The close involvement of the government counterparts in the project implementation fosters the ownership and sustainability of migration for development projects. Its ultimate goal is to transfer the entire operation of activities to the government of the country of origin. To that end, clear milestones need to be determined to ensure budgetary contributions and support by the government counterparts. In Ghana, several NGOs led by diaspora members intend to carry on with capacity building in the health sector (Long and Mensah, 2007).

In summary, the strategic orientations of MIDA projects can be very diverse. They cover the promotion of entrepreneurship, the development of innovative financial transfer channels and investment projects, decentralized cooperation as well as capacity building through the direct or virtual circulation of skills. These can be explored and elaborated further in the design of new programmes tailored to meet specific needs.

One of the greatest strengths of the MIDA programme is surely its country-specific approach to strengthen national capacities, an approach which has been enriched by years of experience. The thorough research into local, national and regional particularities is an essential prerequisite for the successful implementation of a project. This research will have to map out the resource potential of diaspora members and migrants and relate them to the priority development needs in the country of origin, taking account of gender considerations.

To foster active multi-stakeholder participation, countries of origin and destination, diaspora members and associations, as well as representatives of the private sector, civil society and donors from among the international community need to be actively involved during the entire length of the project cycle. To that end, a concrete communication strategy to reach out, inform and involve all actors needs to be developed and realized. To ensure participation of both male and female experts, certain incentives need to be created to translate that interest and motivation on the part of diaspora members into a positive contribution and experience by all stakeholders. Active government engagement can be fostered through formal cooperation agreements that provide the basis for sustainable, long-term partnerships.

---

[93] Based on information from Monica Goracci, Chief of Mission, and Marta Bronzin, Project Coordinator, IOM Lisbon, Portugal, 22 June 2009.

Operationalizing Migration for Development Across Regions

Bibliography

Altai Consulting
    2005   An Evaluation of the EU-RQA Program, November, IOM/EC.

Ceschi, S. and A. Stocchiero
    2006   Partnership initiatives for co-development. Ghanaian and Senegalese immigrants and CeSPI-IOM
                research action, Strategy Paper Ghana/ Senegal MIDA-Project, November, CeSPI and IOM, Rome.

Diene, M.
    2007   "Dialogues with the Diasporas: Setting an Agenda for Development", *Migration*, Special Edition,
                July, IOM, Geneva.

European Economic Community (EEC) and International Organization for Migration (IOM)
    1992   Evaluation Report on Reintegration of Qualified African Nationals. EEC-IOM Project (1982-1991).
                External evaluation.

Council of the European Union
    1998   Council Regulation (EC) No 1659/98 of 17 July 1998 on decentralised cooperation, Official Journal
                of the European Communities, L 213/6, 30 July, available at <http://eur-lex.europa.eu/LexUriServ/
                LexUriServ.do?uri=OJ:L:1998:213:0006:0008:EN:PDF>.

    2004   Regulation (EC) No 625/2004 of the European Parliament and of the Council of 31 March 2004
                extending and amending Regulation (EC) No 1659/98 on decentralised cooperation, available at
                <http://www.legaltext.ee/text/en/PH3017.htm>.

Frigeri, D. and A. Ferro
    2006   Financial instruments for the optimization of the role of remittances in development, Strategy
                Paper MIDA Ghana/Senegal project, CeSPI and IOM, Rome, November.

Global Forum on Migration and Development (GFMD)
    2008a   Empowering Migrants and Diasporas to Contribute to Development, Roundtable 1.2 Working
                Paper, <http://government.gfmd2008.org/component/option,com_docman/Itemid,45/task,cat_
                view/gid,35/>.

2008b   Report of the first meeting of the Global Forum on Migration and Development, Belgium, 9-11 July 2007, Bruylant, Brussels, <http://www.gfmd-fmmd.org/en/system/files/2080096_FORMON_UK_ BAT.pdf>.

Global Migration Group (GMG)
2008   Global Forum on Migration and Development: Matrix of projects/activities that could be of interest to participants, GMG, Geneva.

Intergovernmental Committee for Migration (ICM, later IOM)
1986   Evaluation Report on the Implementation of the Project Reintegration of Qualified African Nationals, ICM Information Paper No.2, prepared for the Seminar on Reintegration of Qualified African Nationals, 1-4 December, Nairobi.

International Organization for Migration (IOM)
1990   Evaluation Survey Among the Returnees Assisted in Their Reintegration Process Within the Framework of the Project Reintegration of Qualified African Nationals – Phase II. Programme Evaluation Section, IOM, Geneva.

1993   Survey Among the Returnees Assisted in Their Reintegration in Chile Within the Framework of the Latin American Reintegration Assistance Programme (LARAP). Division of Programme Evaluation, IOM, Geneva.

2000   Assessment of Impact of Returnees in the Work Place of the Programme for the Return of Qualified African Nationals (RQAN), Phase 3 Report, Office of the Executive Director, January, IOM.

2001   Report on the Technical Workshop on Migration for Development in Africa (MIDA) held in Libreville, Gabon, 9-11 April 2001, IOM, Geneva.

2004a   MIDA General Strategy Paper, IOM, Geneva.

2004b   Towards an IOM Strategy. Migration and Development, Conference Room Paper/12, 88th Session of the Council, 30 November – 03 December, IOM, Geneva.

2005a   Evaluation of the MIDA Italy Project, Office for Programme Evaluation, IOM, Geneva, May.

2005b   MIDA: Microenterprise development for Guinean women through the provision of microcredits and mobilization of women from the diaspora, Final Report to the Government of the United States.

Operationalizing Migration for Development Across Regions

2005c   *The Development Potential of Zimbabweans in the Diaspora*, Migration Research Series No. 17, IOM, Geneva.

2005d   *World Migration 2008. Costs and Benefits of International Migration*, Vol. 3, IOM World Migration Report Series, IOM, Geneva.

2006a   *Engaging Diasporas as Development Partners for Home and Destination Countries: Challenges for Policy Makers*, Migration Research Series No. 26, IOM, Geneva, http://www.iom.int/jahia/webdav/ site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/MRS26.pdf.

2006b   Migrations internationales et développement. Perspectives et expériences de l'Organisation internationale pour les migrations, avril.

2007a   *Diaspora Dialogues*, IOM, Geneva.

2007b   Evaluation of the Migration for Development in Africa (MIDA) Initiative as an Illustration of IOM's Approach to Making Migration Work for Development. Office for Programme Evaluation, IOM, Geneva, August.

2007c   Rapport d'évaluation intermédiaire partielle du Programme Migration pour le Développement d'Afrique – Grands Lacs, Phase III, juin, OIM Bruxelles.

2008a   A Brain Gain Project for the Health Sector in Ghana Involving Ghanaians from the Netherlands, Germany and the United Kingdom, MIDA Ghana Health III, Project Document, IOM, The Hague.

2008b   How Moldovan Households Manage Their Finances. Knowledge and Practices, Survey Report, IOM, Chisinau.

2008c   Programme de mobilisation des ressources de la communauté burundaise, congolaise et rwandaise de l'extérieur pour le développement des pays des grands lacs, Programme MIDA Grands Lacs IV, Project document, IOM, Brussels.

2008d   *World Migration 2008. Managing Labour Mobility in the Evolving Global Economy*. Vol. 4, IOM World Migration Report Series, IOM, Geneva.

2009   Migration for Development in Africa. MIDA Great Lakes (2008-2012), Leaflet, IOM and Belgian Development Cooperation, Brussels.

IOM and Direction Générale de la coopération au développement (DGCD)
  2004   Evaluation du Programme de Mobilisation des ressources humaines et autres de la diaspora
            africaine de Belgique en faveur du développement des pays d'origine - Migration pour le
            développement en Afrique, MIDA Belgique / Région des Grands Lacs, évaluation conjointe DGCD/
            OIM, avril.

  2006   Rapport conjoint de la seconde Evaluation du programme MIDA Grands Lacs - Programme
            de développement des pays des Grands Lacs à travers la mobilisation des ressources de la
            communauté burundaise, congolaise et rwandaise de l'extérieur, OIM/DGCD, février.

IOM, ILO and OSCE
  2008   Compendium of Good Practice Policy Elements in Bilateral Temporary Labour Arrangements,
            Follow-up to GFMD 2007 Roundtable 1.2, Temporary Labour Migration as a Contribution to
            Development: Sharing Responsibility, Co-chaired by Spain and Morocco, available at <http://www.
            iom.int/jahia/Jahia/pid/2056>.

Keating, T.
  2007   "Migration et développement pour l'Afrique: mobiliser les ressources de la diaspora pour le
            renforcement des capacités dans les pays d'origine", in *Migration – ein Beitrag zur Entwicklung?*
            Schweizerisches Rotes Kreuz (ed.), Seismo Verlag, Zürich.

Kingma, M.
  2007   *Nurses on the Move: Migration and the Global Health Care Economy*. Cornell University Press,
            Ithaca, New York.

Little, L. and J. Buchan
  2007   Nursing Self Sufficiency/Sustainability in the Global Context. International Centre on Nurse
            Migration (ICNM), Geneva. Available at <http://www.ichrn.com/publications/policyresearch/
            SelfSufficiency.pdf>.

Long, L. and K. Mensah
  2007   MIDA Ghana Health Project Evaluation, Royal Dutch Embassy, Accra, March.

Luce, J.
  2009   "Fonkoze: Haitian Diaspora Unites Across U.S.", *The Huffington Post,* 6 May 2009, http://www.
            huffingtonpost.com/jim-luce/fonkoze-haitian-diaspora_b_193550.html.

Ministry of Finance and Economic Development (MoFED) of Ethiopia
    2006   Ethiopia: Building on Progress. Plan for Accelerated and Sustained Development to End Poverty
                (PASDEP) (2005/06-2009/10), Ministry of Finance and Economic Development (MoFED), Addis
                Ababa, September. <http://siteresources.worldbank.org/INTETHIOPIA/Resources/PASDEP_Final_
                English.pdf>.

Ministry of Foreign Affairs of Ethiopia
    2009   Ethiopian Expatriate Affairs (EEA), Ministry of Foreign Affairs of Ethiopia, Addis Ababa, <http://
                www.mfa.gov.et/Ethiopians_Origin_Abroad/Ethiopia_Origin.php>.

Pandya, J.
    2007   "When Investment is Not Just About Economics", in *Migration. Reaping the Fruits of Migration
                and Development*, Special Edition, July, IOM, Geneva.

Panizzon M.
    2008   Labour mobility - a win-win-win model for trade and development. The case of Senegal, Discussion
                paper, Geneva Trade and Development Forum, April 2008.

Ratha, D., Mohapatra, S. and S. Plaza
    2008   Beyond Aid: New Sources and Innovative Mechanisms for Financing Development in Sub-
                Saharan Africa, Policy Research Working Paper 4609, the World Bank Development Prospects
                Group, Migration and Remittances Team, April, < http://www-wds.worldbank.org/servlet/
                WDSContentServer/WDSP/IB/2008/04/28/000158349_20080428101826/Rendered/PDF/
                wps4609.pdf>.

Republic of Cape Verde
    2001   As Grandes Opções do Plano, Council of Ministers, Praia. Available at <http://www.minfin.gov.
                cv/grandes-op-es-do-plano/grandes-op-es-do-plano/index.php>.

Republic of Guinea
    2002   Labour – Justice – Solidarity. Poverty Reduction Strategy Paper, January, <http://siteresources.
                worldbank.org/INTPRS1/Resources/Country-Papers-and-JSAs/12082_Guinea_PRSP.pdf>.

Sandgren, C.
    2001   The IOM Project Reconstruction, Capacity Building and Development through the Return of
                Qualified Nationals to Bosnia and Herzegovina, an Evaluation, September.

Société d'Etudes et d'évaluation sarl (SEE)
2008   Evaluation du Programme MIDA Grands Lacs Phase III, Rapport Final, août, SEE, Luxembourg.

United Nations Development Programme (UNDP) and IOM
2009   QUESTS-MIDA – Somalia, Project document, UNDP and IOM.

World Health Organization (WHO)
2006a   The global shortage of health workers and its impact. Fact Sheet No. 302, WHO, Geneva, <http://www.who.int/mediacentre/factsheets/fs302/en/index.html>.

2006b   *Working Together for Health. World Health Report 2006*, WHO, Geneva, <http://www.who.int/whr/2006/whr06_en.pdf>.

Interviews/verbal and written communication

- **Tana Anglana,** Project Manager, IOM Mission with Regional Functions (MRF), Rome, Italy, 16 January 2009 and 18 June 2009.
- **Géraldine Ansart**, Project Assistant, MIDA Great Lakes Programme, IOM Brussels, 12 and 23 February 2009.
- **David Appiah,** MIDA field manager, IOM Accra, Ghana, 20 March and 12 June 2009.
- **Bruk Asmellash,** Programme Coordinator, MIDEth, Special Liaison Mission, IOM Addis Ababa, Ethiopia, 13 March 2009.
- **Marta Bronzin**, Project Coordinator, IOM Lisbon, Portugal, 22 June 2009.
- **Anita Alero Davies**, Public Health Specialist, Migration Health Department, IOM Headquarters Geneva, Switzerland, 14 January 2009.
- **Hans Eijkhout,** Project Officer Migration and Development, IOM The Hague, Netherlands, 6 February 2009.
- **Barbara Fridel**, Project Development Officer, IOM MRF Rome, Italy, 16 January 2009.
- **Monica Goracci,** Chief of Mission, IOM Lisbon, Portugal, 22 June 2009.
- **Tamara Keating**, Head of Implementation and Management Services, IOM Brussels, Belgium, 13 January 2009.
- **Charles Kwenin**, Head of Special Liaison Mission, IOM Addis Ababa, Ethiopia, 10 November 2008 and 13 March 2009.
- **Elisa Piraccini,** Project Assistant, IOM Mission with Regional Functions (MRF), Rome, 18 June 2009.
- **Juan Daniel Reyes**, Project Officer, IOM Mission with Regional Functions Helsinki, Finland, 16 January 2009 and 13 May 2009.

- **Peter Schatzer,** Director, Regional Representative, IOM Mission with Regional Functions Rome, Italy, 16 January 2009.
- **Joost van der Aalst**, Chief of Mission, IOM The Netherlands, 14 May 2009.
- **Ralph Welcker,** Manager Migration and Development Department, IOM Mission The Hague, Netherlands, 19 March, 2 April, 14 May and 11 June 2009.

CHAPTER III

Monitoring and Evaluation[94]

In this chapter we discuss the place of monitoring and evaluation in Migration for Development programmes. Previous chapters provided both a general overview and specific examples of the kind of monitoring and evaluation mechanisms and tools programmes inspired by the MIDA example have employed.

Put simply, monitoring allows information to be gathered in order to routinely track progress according to a previously agreed plan, while evaluations generally occur at the conclusion of the implementation process and enable an overall assessment of the performance and success of the project. Monitoring ensures that implementation is progressing according to plan, whereas evaluations attempt to determine as systematically and objectively as possible the overall impact of the project as to its relevance, effectiveness, efficiency and sustainability in accordance with previously agreed objectives. Clearly defined project objectives are of critical importance to both monitoring and evaluation.

Section III.1 of this chapter will focus on basic requirements for effective monitoring and evaluation practices and consider their application in a MIDA context, including any constraints that may arise. Section III.2 will focus more particularly on the need for impact analysis and offer some guidance towards the development of appropriate indicators of success

III.1   Requirements for effective monitoring and evaluation

Monitoring

Monitoring, or **the regular collection and analysis of information and data**, is essential to the sound implementation of project activities. It enables timely decision making, contributes to good performance and accountability, and allows key stakeholders – including donors - to be informed of progress in project implementation in a timely manner. It also generates the essential data elements that will eventually form

---

[94] This chapter was written by Rougui Ndiaye-Coïc, Project Officer and Christophe Franzetti, Evaluation Officer, IOM Geneva, Switzerland. Contributions where made by Mira Brady, IOM Vienna, Austria.

the basis for evaluation and the identification of lessons learnt and best practices (IOM, 2009). Finally, regular performance monitoring provides project managers with early indications of unplanned and unforeseen constraints and problems, thus enabling them to introduce corrections to the work schedule in mid-course if and when necessary.

Monitoring begins during the early stages of a planned intervention. Preparatory steps seek to capture a wide range of information and elements necessary for the design of the project and include, for instance, a needs assessments of targeted beneficiary institutions; analysis of data available on skills shortages in the country of origin; the preparation of diaspora community profiles in host countries, as well as the mapping of general conditions necessary to ensure that objectives are met and sustained over time. Those steps also provide baseline data and information for a comprehensive, ulterior analysis of the project impact. It is essential, in this regard, to highlight the importance of working closely with the governments concerned. For example, the needs assessment phase of the MIDEth project was fully supported by the Ethiopian government and determined which sectors faced skills gaps in the light of the Ethiopian National Poverty Reduction Paper.[95] In addition, the monitoring of the MIDA Ethiopia Project was undertaken in collaboration with the Directorate of Expatriate Affairs of the Ethiopian Ministry of Foreign Affairs and the Ministry of Capacity Building of Ethiopia.[96]

Once the project is being implemented, periodic reassessments are required, in particular in the course of a project undertaken over several years or when the initiative is a complex one, consisting of several distinct but interrelated projects (some MIDA projects are simultaneously implemented in two or more neighbouring countries) contributing to a combined programme effort. In such multi-phase projects, monitoring allows adjustments to be made to the projects in the light of the experience gained and lessons learnt during previous phases. For instance, the monitoring of the first 12-month phase III of the MIDA Great Lakes project, allowed the progress in implementation to be measured against the original expectations, leading to appropriate adjustments in the conduct of subsequent phases,[97] thereby helping to ensure the best possible outcomes. Timely monitoring, in particular, can reveal unforeseen obstacles or unexpected opportunities which call for a rethinking of the project's underlying assumptions and strategy. The assessment mission undertaken as part of the MIDA Guinea Women project led to the important observation that the diaspora mobilization strategy, tailored to the needs of other African countries (IOM, 2007c), was not applicable to the Guinean diaspora

---

[95] Sectors identified are health, water and sanitation and education.
[96] Information completed with personal communicated with Charles Kwenin, Chief of Mission, IOM Addis, 10 November 2008.
[97] Phase III of the project was planned for two years from 1 April 2006 to 31 March 2008. The evaluation was carried out in April 2007.

due to the particular level of development of the country,[98] among other factors. Based on these findings, it was decided to recruit a third experienced local trainer in addition to two diaspora members from the unity ECOWAS countries. In other words, the strategy was reformulated and the project adapted to accommodate to the particular situation of this country.[99]

Monitoring is not limited to data gathering and data collection, but extends to financial planning and management. Monthly financial reports allow the tracking of actual costs against the schedule of planned expenditure and pave the way for budget revisions, as and when necessary (IOM, 2003b).

Throughout the course of a project a correctly functioning monitoring system will yield a wide range of activity reports[100] that reflect the achievements, challenges, successes, problems and other obstacles arising during project implementation. The preparation of final reports will then draw on this accumulation of data to offer, in line with pre-established requirements (especially those of donor instrumentalities and other key stakeholders), an accurate account of the implementation of the project and the outcomes.

Evaluation

Final reports do not, nor are intended to, replace the evaluation process proper. Evaluations can be defined in broad terms as **leading to a relatively precise determination of the value or merit of the activity thus scrutinized** (IOM, 2009). Undertaken effectively, evaluations can help to address challenges, realign components in subsequent project replication to better correspond to the needs and objectives, and to draw lessons from final project outcomes. It is also an important accountability tool for governments and donors.

The choice of requisite elements of information is an important consideration in the design and conduct of project evaluation. Equally important is the choice of an appropriate methodology. Basic methodologies can include direct observation, interviews, focus group discussions, questionnaires and surveys. Mixed methods,[101] both qualitative and quantitative, can be used to compensate for technical gaps due to the high costs required for some methods. Section III.2 below focuses on the crucially important contribution that the selection and

---

[98] The living conditions are such that a person from the Guinean diaspora who would like to return to the country would be completely disoriented even when coming from an ECOWAS country. During their absence, expatriates are often quite disconnected from and unaware of the realities in the country and the "survival mechanisms" necessary for successfully living and setting up a business in a country where basic and essential infrastructure such as, transportation, water, electricity and telecommunications are lacking. MIDA Guinea, Final Report, p.29, IOM 2005.

[99] A strategy especially conceived for this project was developed and allowed beneficiaries to benefit from the different experiences of the diaspora members and, conversely, also benefit from the local trainer's distinct knowledge of the local context.

[100] Activity reports can be monthly, quarterly, semi-annual or annual.

[101] They are in fact preferred, especially when financial resources are lacking for the implementation of purely quantitative and qualitative methods.

Operationalizing Migration for Development Across Regions

formulation of appropriate impact indicators make to the development of a sound methodological approach to project evaluation.

The correct selection of both data elements and methodology in the evaluation process will highlight the overall impact of the project intervention, including its sustainability over time. In the case of the MIDA Italy project, for instance, use was made of anthropological methods of investigation - such as social capital and network analysis – to obtain the information required to evaluate the project impact and identify lessons learnt (CeSPI, 2008). This exercise highlighted the importance of taking account of the historical background of the countries where migrants targeted by the project originate, which varies greatly from one country to another.

A further insight gained from MIDA programmes implemented to date is the importance of tracking systems to ensure the effective measurement of the project **over time** and the assessment of its longer-term sustainability. Sustainability in the context of project implementation is understood as referring to the extent to which it generates a lasting impact beyond the lifetime of the project.

The place of promotional activities

Promotional activities, such as information campaigns, workshops and conferences are not as such part of monitoring and evaluation, but are useful complements in that they contribute to the management of project-related information. They may, for instance, play an important part in the outreach to members of the diaspora in encouraging them to participate in specific projects. These activities should be undertaken in both home and host countries, as highlighted in the evaluation of the MIDA Italy project (IOM, 2005a). During the preparatory phase of this project a communication strategy was successfully developed in collaboration with various stakeholders[102] to increase the visibility of the project in Italy. As part of this strategy, workshops and conferences were organized in key regions in Italy[103] and discussions held in the countries of origin with the governments, donors, private companies and local leaders with a view to identifying partners for project implementation. The organization of a final conference allowed the project management team to assemble a wide range of participants from home and host countries, representatives of governments and local authorities, diaspora associations and other key participants[104] to draw conclusions and lessons from and formulate recommendations for the implementation.

---

[102] The communication strategy involved African embassies, associations and individual focus groups selected from the African diaspora in Italy.
[103] In September and October 2003 four regional workshops were organized in Turin, Prato, Modena and Milan.
[104] More than 120 participants from African and European embassies, the Italian Ministry for Foreign Affairs, Italian regional, provincial and municipal authorities, African associations, NGOs, entrepreneurs, trade unions and financial institutions attended the event. (IOM 2005a)

III.2   The need for impact indicators

Impact indicators are one of many tools developed to guarantee quality, credibility and transparency in the evaluation process, but they are particularly relied on by governments to establish whether their priorities and objectives have actually been met (IOM, 2006).

The OECD/DAC (2002: 24) defines impact as the "positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended". (USAID 2006: 2) similarly states that impact indicators are used to "measure the fundamental changes in people's well being" resulting from an outside source, in this case a project or programme. Some examples of general impact indicators in the field of humanitarian assistance cited by USAID are:

- Average annual income per capita
- Morbidity and mortality rates
- Percentage of population living below the poverty line.

Few impact indicators exist for MIDA programmes, mainly because their inclusion in the project design often means a significant increase in total project costs. Nevertheless, their development is strongly recommended on account of their value in determining the real development impact of the project.

Points to consider for impact indicators

Development is a complex and multi-dimensional concept. It can be assessed at different analytical levels with different meanings depending on the normative, cultural and historical context (De Haas et al., 2009). This points to the difficulty of developing and validating impact indicators where the data in question may be viewed from many different levels, dimensions and contextual viewpoints. Each MIDA project would require its own set of indicators based on its objectives and the goals of the implementing actors. These indicators would typically cover such items as, for example, remittances, the RQNs, capacity of migration management, the transfers of skills and the effects of labour migration.

Some points to take into account when developing or examining impact indicators in a Migration for Development project are:

- The data that is collected and reviewed should be of quality.
- Though indicators can be qualitative or quantitative, they should be well defined, realistic, limited and measureable.
- The development of indicators depends on the objectives and results that a project is intended to achieve.

Impact indicators may be located at three main levels: at the macro level concerning regional or national interests, typically defined in terms of large socio-economic or political goals (IOM, 2001); at the meso, or community level, which includes individuals as members of a group and participants in broader social processes, such as the alleviation of poverty in a community of origin through remittances or small investments, and at the micro level, i.e. concerning the well-being of a migrant or a migrant's family.

The way in which impact indicators are created, categorized and viewed depends heavily on the objectives and related results and outcomes as defined for the project and felt by the various groups and individuals affected. For example, the impact indicators developed from the perspective of the individual at the micro level will differ from those developed from a national or community point of view at the macro or meso level. The individual could value positively economic achievements that, however, might not appear in national income or growth figures, nor include human development aspects such as political freedoms and the (greater) freedom of choice. On the other hand, a governmental body may be interested in the per capita economic growth of a region, the magnitude of skilled migration or the successful integration of a migrant population as a whole.

Impact indicators need to be created for both the possible and real impact of such activities on local/national development. Both the short-term (commonly defined as outcome) and the long-term impacts can be measured. However, this may not always be needed, since in some cases it will be sufficient to have measures of outcomes accompanied by a broad assessment of the overall impact, rather than an exhaustive list of impact indicators.

It should be borne in mind that both expected and unexpected negative and positive impacts may be observed. The MIDA Italy project, for example, resulted in a co-development initiative, which had the unintended positive outcome of social recognition of the Ghanaian diaspora's contribution to the region's economy and its members' integration into Italy. This led to the development of an import branch in a fruit cooperative in Italy for pineapples produced in Ghana, and in the creation of an agricultural enterprise and related export company in Ghana (IOM, 2007).

Implementing a similar project in other regions and with other diasporas, however, could have different effects depending on the prevailing circumstances. For example, as forced and voluntary migration, or depending on the political stability in a region, mobility can have positive, indifferent or ambivalent or even negative implications (De Haas et. al., 2009).

Examples of impact indicators concerning Migration for Development

A first set of examples can be found in the evaluation of the Return of Qualified African Nationals Programme (IOM, 2000a), which used the following impact indicators:

- The positive change in companies caused by the performance of returnees.
- The transfer of new skills/knowledge and technology by returnees.
- The provision of services that brought income.
- The contribution of the returnee's in financial position of the firms.

Another example can be found in the evaluation report of the EU-Return of Qualified Afghans programme (EU-RQA) by Altai Consulting (2005), who used specific indicators to evaluate the effectiveness of the EU-RQA in meeting initial goals of building and strengthening the capacity and improving the functioning of Afghan institutions and fostering private sector growth and expansion. Indicators were categorized according to their relevance for private companies, organizations and public institutions. Although theses indicators may not fully meet the technical definition of impact indicators they do show the impact of the project at the meso level. Some of the indicators are:

- The combined effect of the implemented new initiatives, techniques, methodology and tools.
- The degree of improved profitability, efficiency, market share and quality of service in a relevant department or business.
- The profitability and growth of businesses initiated by returning expatriate professionals.

A number of larger-scale research initiatives conducted, for instance, by UNDP or the World Bank, have examined the impact of migration on development at the macro level[105] and drawn attention to the need for further investigation of the impacts of migration at the meso and micro levels, for example by examining the resulting well-being of individuals and their families in the country of origin. To consider only national economic growth figures without taking account of the individual well-being at the micro level also, can eventually lead to the design of approaches that detract rather than contribute to the welfare of migrants and their families. A thematic evaluation of the Migration and Development nexus focusing on MIDA has also demonstrated the complex interactions between migration and development (IOM, 2007b).

Nonetheless, changes within the context of Migration for Development programmes are not always clearly attributable to project interventions and this difficulty of correlating observed effects to a given programme activity is one of the more important challenges of impact evaluations. This has been taken up in the current phase of the MIDA Great Lakes programme. The development of project proposals by diaspora members trained in project management aims to ensure that impact indicators are included in the projects they develop jointly with target institutions in the origin country.[106]

---

[105] These studies focus on remittances in relation to economics and society.
[106] Based on information obtained by Tamara Keating, MIDA Coordinator, via personal communication of 12 June 2009.

Conclusion

This chapter highlighted monitoring and evaluation as a useful management and accountability tool, as well as its role in demonstrating what does and does not work, and the reasons why monitoring and evaluation can enhance the project management process throughout the life of the project. Continuous monitoring ensures that project progress is on schedule, that project inputs are applied on time, activities are conducted satisfactorily and outputs delivered as planned. Evaluation enables stakeholders to establish the extent to which the objectives set forth in the project documents have been met, as well as the overall impact of the intervention.

There is a strong case for more attention to be given to concrete impact indicators in MIDA-type projects. It is true that, considering the complexity of Migration for Development, an impact evaluation might not always be cost-effective and should therefore not be taken as a pre-condition for the effectiveness of projects. However, correctly used, impact indicators can help to ensure that the project is adapted to the specific context in which it is to be undertaken in order to correctly meet individual needs, correspond to local conditions and respect cultural traditions (Noonan et al., 2009).[107] Impact indicators need to be adapted to the goals of each programme, the living conditions of the diaspora and the situations of each region, while also taking particular circumstances such as forced or voluntary migration into account. When developing impact indicators in the field of migration and development, it is recommended that, time and money permitting, they be defined at all levels of a project (macro, meso and micro) in order to obtain a more accurate understanding of the impacts a project may have. A strong framework of balanced indicators can support decisionmakers to shift budgets away from ineffective projects and direct them towards more effective ones that benefit the individual, community, the region and the nation as a whole.[108]

---

[107] See: Noonan et al., 2009: 5

[108] The impact of short-term target interventions might be difficult to measure, particularly in unstable contexts, such as in Somalia. The IOM Regional Office for the Nordic and Baltic States, in cooperation with the Finnish Medical Association's Advisory Committee on Development Cooperation, suggests creating indicators of change to measure the change as a result of a development intervention.

Bibliography

Altai Consulting
  2005   An Evaluation of the EU-RQA Program, November, IOM/EC.

Centro Studi di Politica Internazionale (CESPI)
  2008   Migrant transnationalism for local development in MIDA Italy-Ghana/Senegal programme, Andre Stocchiero, October.

  Undated   Impact assessment guidance.

International Initiative for Impact Evaluation
  2009a   Some reflections on current debates in impact evaluation, Howard White. Working paper, April.

  2009b   Better evidence for a better world, edited by Mark W. Lipsey and Eamon Noonan, the Campbell Collaboration, April.

International Organization for Migration (IOM)
  1994   Assessment of the survey carried out on Latin America and the Caribbean on IOM's support programme TCDC-2: Medium-term intraregional transfer of qualified personnel in Latin America and the Caribbean (LAC), IOM, June.

  2000a   Assessment of Impact of Returnees in the Work Place of the Programme for the Return of Qualified African Nationals (RQAN), Phase 3 Report, Office of the Executive Director, January, IOM.

  2000b   Evaluation of Phase III of the Programme for the Return of Qualified African Nationals (RQAN), January, Office for Programme Evaluation, IOM, Geneva

  2001   IOM Project: Reconstruction, Capacity Building and Development through the Return of Qualified Nationals to Bosnia and Herzegovina, An Evaluation, Claes Sandgren, Septembre.

  2003a   Enquête MIDA, résultats et analyse, Organisation mondiale de la santé, Comité régional pour l'Afrique, Cinquante-troisième session, OIM, Septembre.

  2003b   Instruction, Monitoring, IN/31, Office of the Inspector General, IOM, May.

2005a   Evaluation of the MIDA Italy Project, Office for Programme Evaluation, IOM, Geneva, May.

2005b   Evaluation du Programme de « Mobilisation des ressources humaines et autres de la diaspora africaine de Belgique en faveur du développement des pays d' origine - Migration pour le Développement en Afrique » MIDA Belgique / Région des Grands Lacs, évaluation conjointe DGCD/OIM, Avril.

2005c   An Evaluation of the EU-RQA Program, for International Organization for Migration and European Commission, Altai Consulting.

2006   IOM Evaluation Guidelines, Manual, MA/66, Office of the Inspector General, IOM, January.

2007a   Rapport d'évaluation intermédiaire partielle du programme "Migration pour le Développement d'Afrique-Grands Lacs", Phase III, Juin.

2007b   Evaluation of the Migration for Development in Africa (MIDA) initiative as an illustration of IOM's Approach to making migration work for development, August.

2007c   Migration for Development in Africa, Mobilizing the African Diasporas for the Development of Africa.

IOM, ILO, UNDP and UNICEF
Forthcoming   *Handbook on mainstreaming migration into national development plans*.

IOM and Direction Générale de la coopération au développement (DGCD)
2006   2006 Rapport conjoint de la seconde Evaluation du programme MIDA Grands Lacs - Programme de développement des pays des Grands Lacs à travers la mobilisation des ressources decommunauté burundaise, congolaise et rwandaise de l'extérieur, OIM/DGCD, février.

Pencheon, D.
2008   The Good Indicators Guide: Understanding how to use and choose indicators, Institute for Innovation and Improvement, NHS, August.

Société d'Etudes et d'Evaluation sarl (SEE)
2008   Evaluation du Programme MIDA Grands Lacs, Phase III, août, OIM.

World Bank
2007   Data for Impact Evaluation, World Bank.

CHAPTER IV

New orientations in the field of Migration for Development[109]

The aim of this chapter is to outline and examine the new programme orientations emerging from Migration for Development initiatives and to consider these in relation to the design of future Migration for Development programmes.

MIDA programmes have pursued a broad range of strategies, such as the empowerment of migrants through the creation of innovative financial channels, the reinforcement of their entrepreneurial potential and decentralized cooperation, and flexible transfers of skills and resources. Preliminary assessments, promotion activities and consolidation of interest undertaken in the origin countries have all had a part to play in this success. Over the years, however, in response to the conclusions of project evaluations and the express interest of member states, new directions have been explored not only as part of the MIDA framework but also as part of the operationalization of the wider Migration for Development strategy. These new orientations have a stronger focus on labour mobility and circular migration, including their links to trade, the promotion of private sector initiatives, diaspora engagement in peace building processes, the role of universities in development and strengthening complementarities between countries in the global South.

The first section of this chapter deals with the management of international labour mobility at the national, regional and global level and its potential contribution to development. Linked to this is the relationship between labour migration and trade, labour migration and co-development, addressed in Section I. The role of the private sector in steering demand and contributing to Migration for Development projects will be explored in Section II. A second set of issues concerns the post-conflict and peace building processes that call for a fresh look at the diaspora as peace builders. Thus, Section III will focus on diaspora and peace building. The role of higher education in building core capacities to ensure a better match between the supply and demand is covered in Sections IV. Finally, the need for enhanced South-South cooperation to contribute to skill exchange and the better management of labour mobility will be highlighted in Section IV.

---

[109] This chapter was written by Rougui Ndiaye-Coïc, Project Officer, IOM, Geneva, Switzerland. Contributions were made by Marion Panizzon, Senior Fellow from the World Trade Institute in Bern (textbox 7) as well as Paul Tacon, Associate Programme Officer, Migration and Development, and Elizabeth Warn, Labour Migration and Migration and Development Specialist, Labour and Facilitated Migration Division, Migration Management Services Department, IOM Geneva, Switzerland (section 3).

IV.1   Labour mobility

Regional and international labour migration can contribute to a more efficient use of labour resources as people move from areas where they are underemployed or unemployed to areas where there is greater demand for their labour.

Labour mobility and circular migration

Migrant workers are nowadays recognized as actors of development in both home and host countries in a broader sense. Labour mobility and development are seen today as a concept aiming to identify and build on the interplay between migration and all key factors of development and not only as a simply as a means of alleviating poverty through the pursuit of earning opportunities abroad. While it is true that MIDA projects in the past have often focused on the use of resources and skills of the diasporas to generate employment in countries of origin, the importance of better linking employment and income generation to development has gained prominence and is taking new forms within the wider migration for development context.

The increasing interest of countries in the creation and functioning of circular schemes, is based on the belief that circular migration can offer benefits for migrants, as well as for countries of origin and destination. Circular migration[110] makes it possible for highly, semi or low-skilled migrants to acquire both financial and social capital in the host country and, on return, to act as development agents for their community through the introduction of new skills and creation of job opportunities through new business endeavours.[111] To be successful, this model of circular migration implies the cooperation and commitment of both host and home countries to such anticipated and desired outcomes. It can be particularly conducive to development when return migration is factored into the national and local development planning of countries of origin, and is anchored in labour migration agreements between host and origin countries.

The example of temporary and circular migration from Colombia to Spain, as provided for and implemented within the framework of a bilateral labour arrangement, is noteworthy. In order to promote regular migration

---

[110] Circular migration is the flow of people between countries including temporary or more permanent movement which, when it occurs voluntarily and is linked to the labour needs of countries of origin and destination can be beneficial to all involved. Definition used in the Global Forum for Migration and Development (GFMD, 2007)- available at <http://www.gfmd-fmmd.org/en/system/files/RT+1+4+Background+paper++en.pdf >.

[111] Today, circular migration is discussed under the heading of Migration and Development, including GFMD 2007, 2008 and 2009. While there is as yet no widely accepted definition of the concept, circular migration goes beyond temporary labour migration schemes and is also being used for temporary return of members of diaspora communities, many of whom are settled in the host country and enjoying dual citizenship (World Migration Report (WMR) 2008: 303).

from Colombia to Spain and to enhance the development impact of migration, IOM has sought to consolidate and replicate a Temporary and Circular Labour Migration for Co-development Model (TCLM). This model has provided selected migrants in Colombia with the opportunity to work temporarily in Spain and to return with their newly acquired skills and to apply these to advance and support the socio-economic development efforts in their home countries. Working closely with the various municipalities, the programme has sought to enhance local community development. After their return the temporary migrants realize their development projects and invest part of their savings and newly acquired skills while working in Europe. Through this process, circular migrants contribute to the enhancement of the local skills base and help to generate local employment through the creation of new business initiatives.

The nature and scale of circular migration schemes nonetheless raise questions such as their possible replication on a larger scale, the application of circular schemes to higher skills levels, and the wider development impact of such schemes.

Labour mobility and trade

The free movement of goods[112] and services across borders is central to the idea of globalization, and increased trade relations can have a significant impact on the mobility of labour (REB, 2005). In addition to generating remittances, labour migration contributes to the transformation of developing countries into knowledge-based economies by raising skill levels, increasing labour competitiveness and fostering entrepreneurship through the capacity of migrants to innovate. According to Martin (2006), there are three major channels through which migration can affect development in countries of origin: recruitment, remittances and return. In fact, through the investment of remittances and the productive use of their skills acquired abroad, diasporas can have a positive effect on their countries' trade relations and help to boost the production and exchange of goods both locally and across regional and national boundaries, the latter sometimes taking the original form of "nostalgia" trade, viz. the export of local foodstuffs, textiles and the like to areas with an important diaspora presence.

In that way, migrants may be regarded as a form of "factor of production" in terms of their economic value through the services they can provide and the production processes they generate (IOM, n.d.a).[113] This is so as diaspora members are often in an excellent position to generate and implement projects through their

---

[112] This means that a good is produced in one country, taken over borders, and consumed in another

[113] Further reading on Migration and Trade notably on the General Agreement on Trade in Services (GATS) Mode 4 can be found at <http://www.iom.int/ja-hia/Jahia/about-migration/developing-migration-policy/migration-trade and http://www.iom.int/jahia/Jahia/about-migration/developing-migration-policy/migration-trade/GATS-mode-4 >.

contacts and networks in both their home and host country, their familiarity with local conditions, access to better information and their more intimate knowledge of trading and investment and market development opportunities in their countries of origin.[114] Migrants can be a vital link in the marketing of products or services from their home in their host countries, thus contributing to the creation of trade links between them and the development of new markets (IOM, 2005). Innovative projects, submitted for funding under the MIDA Italy programme, have confirmed this tendency. For example, Ghanaian migrants living in Italy initiated a project on behalf of their village community in Ghana to enable local farmers to set up a cooperative society to sell quality agricultural produce on the Italian market (CeSPI, 2008).[115] Being aware of their potential, some developing countries are increasingly promoting the involvement of their nationals with international connections and their expatriate communities with a view to promoting and developing transnational trade relations with the help of their contacts and know-how.[116]

The co-development dimension

Organized circular migration programmes, such as the TCLM model mentioned above, have been formulated within the framework of co-development models. The United Nations Secretary General's Report on International Migration and Development (UN, 2006) defines co-development as the coordinated and concerted improvement of economic conditions in areas of origin and of destination, based on the complementarities between them. As such, it implies a development strategy based on communication and cooperation between countries of origin and destination.

In the TCLM model, for instance, migrants are encouraged to promote commercial activities or implement social development projects with the support of their host and home countries. For example, the Spanish Trade Union, Fundación Agricultores Solidarios (FAS) has facilitated co-development workshops for migrant workers to improve the productive investment of remittances in personal projects as well as rural community development. In Colombia, this orientation was combined with training on access to national, regional and local government agricultural programmes. Similarly, in the Ghanacoop[117] project within the MIDA framework, the Italian Ministry

---

[114] Many foreigners who invested in developing countries have encountered major problems especially because of their limited familiarity with and acquaintance with the local economic environment.

[115] This project also invests in infrastructure improvement, new technologies and the improved marketing and distribution of produce.

[116] Thus, for instance, the Senegalese government is seeking to strengthen links with its expatriates and to engage them in their home community development.. Therefore, two entities to encourage the link between Senegal and its diaspora have been created in the *Ministère des Sénégalais de l'Extérieur et du Tourisme* of Senegal: the Conseil Supérieur de l'extérieur, and the Bureau d'Accueil, d'orientation et de suivi des émigrés, BAOS.

[117] Ghanacoop is an entrepreneurial cooperative established in 2005, within the Modena branch of the *Ghana National Association* (COGNAI), as a result of the encouragement and support of the MIDA-Italy pilot project and the assistance of the Cooperativa Arcadia. Ghanacoop, acting in partnership with the Municipality and Province of Modena, Confcooperative and Emiliafrutta, Emilbanca and CISL, opened marketing channels in Italy for Ghanaian fruit growers, while at the same time promoting the export of Emilian regional products to Ghana. Ghanacoop is now also an agricultural producers'

of Foreign Affairs and Ghanaian diaspora organizations in Italy closely collaborated in the setting up of a profit-making, commercial partnership that provides financial support for community-based development projects in rural regions of Ghana, while supplying agricultural produce to the Italian market (CeSPI, 2006).

These examples demonstrate the genuine potential for the development of cooperative enterprises that will work to the mutual benefit of countries of origin and destination, although there are many questions, large and small, yet to be answered before optimal conditions for the conduct of such ventures can be determined. For instance, what place could be given to migrants in bilateral trade or cooperation agreements, and on what terms? As co-development projects have up to now been generally confined to small-scale initiatives with only limited general development impact, as could be observed within the MIDA Italy project,[118] what are the strategies to be used to achieve greater and more far-reaching results? The notion of co-development has evolved over the past years, and is now taking diverse forms. For instance, France has been experimenting with the practical application of the concept of co-development since the early nineties. In 2006, it launched a new approach built around the notion of solidarity in development as described in the textbox below.

> **Textbox 7: From co-development to solidarity development in the new concerted migration management pacts developed by France**
>
> The concept of co-development (or cooperation for development) was created by the French Ministry of the Interior in 1990, expressing the view to "jointly define specific policies of development related to migration flows".[119] As a multi-stakeholder strategy, it relies on "preferential" partners[120] for its implementation. Co-development combines development cooperation and aid policies with migration management tools, while placing the migrant at the heart of the process.[121] A first goal is the reduction of poverty and other root causes for migration in source countries. Underlying this first goal is the not uncontested assumption that development will, in the long run, diminish the pressure to emigrate to France.[122] A second goal is to "control

---

[footnote] cooperative thanks to the plantation established in the village of Gomoa Simbrofo. Part of the proceeds generated by the cooperative's activities are reinvested in social initiatives for the benefit of the village, such as the installation of a photovoltaic solar plant to produce clean and renewable energy for the local community.

[118] The evaluation of this project by CeSPI shows that projects submitted by Senegalese and Ghanaian migrants target few people and, while some of these projects have had a positive impact on the well-being and the development of the community, they should target a wider audience.

[119] Article 1, Convention on Co-Development between the Government of the French Republic and the Government of the Republic of Senegal, of 25 May 2000, UNTS Volume 2129, I-37100 [Co-development Convention France—Senegal].

[120] Partners can be decentralized government entities (municipalities, districts, cities, departments and regions) international governmental and non-governmental organizations, and other non-state actors, such as migrant associations, education and research institutions, large business and small and medium-sized enterprises/industries operating in Senegal and scientific, technical and economic diasporas.

[121] France, Ministère de l'immigration, de l'intégration, de l'identité nationale et du développement solidaire, les objectifs du développement solidaire; http://www.immigration.gouv.fr/spip.php?page

[122] OECD Development Center, Migration and Development: France and Africa, Speaking notes of Mr. Jeff Dayton-Johnson, Réussir le développement solidaire France-Afrique, Fondation Concorde, 5 Novembre 2008.

migration flows" through a partnership approach of strengthening the development of local communities and rewarding these for reintegrating voluntarily returning migrants. This second goal has been criticized by migrant associations for inappropriately linking diaspora-led development with efforts to combat irregular migration.[123] Up to four actions operationalize these goals, which generally can be summarized as encouraging migrants to act as agents of development of their home countries, whether such action occurs in the context of return migration or not.[124]

Despite the underlying focus on return migration, France's co-development tools, including the convention with Senegal of 25 May 2000, have led to a substantial shift away from the one-dimensional focus of readmission and guestworker agreements towards implementing a partnership approach to migration management. Co-development has operationalized the concept of shared responsibility between host and home countries for migratory root causes and irregular migration, which the GCIM,[125] the International Agenda for Migration Management[126] and the UN High-Level Dialogue on Migration and Development propagated.[127]

Until the reform of the French immigration law in 2006, France's co-development policy was mainly directed to Senegal and Mali, with few select actions and smaller-scale co-development projects targeting the Comoros and other countries identified as members of France's priority solidarity zone.[128] The priority solidarity funding (PSF) mechanism within the Framework Partnership Documents matched up to 25 per cent of the investments made by the diaspora.[129] Most diaspora projects co-funded by France concerned infrastructure for public buildings, such as schools, hospitals, dams for electricity generation or the renovation of water distribution systems.[130] The failure of PSF funding to stimulate more entrepreneurial activity by the diaspora, the low volume of funds reserved for co-development (roughly 3 millions euros) and the low number of countries to which it was applied, explain the limited visibility of the policy.

[123] Hein de Haas, Engaging Diasporas, how governments and development agencies can support diaspora involvement in the development of origin countries; International Migration Institute, University of Oxford, Oxfam Novib Study, June 2006, p. 69.

[124] More detailed information can be found in the Convention concluded between France and Senegal of 25 May 2000; UNTS, Volume 2129, I-37100 [Co-development Convention France—Senegal

[125] Global Commission on International Migration, Final Report, 2005, p. 20.

[126] IOM, International Agenda for Migration Management, 2005, International Migration Law: Developing Paradigms and Key Challenges, TMC Asser Press, The Hague, 2007, pp. 405-436.

[127] UN Resolution 61/208, International Migration and Development, adopted by the 61st UN General Assembly on 20 December 2006, UN Doc. A/RES/61/208 of 6 March 2007.

[128] Philip L. Martin, Susan Forbes Martin and Patrick Weil (2006), Managing Migration, the Promise of Cooperation, Lexington Books, p. 236.

[129] In the case of Senegal, PSF was laid down in a FSP co-development funding convention of 3 February 2005, which complements the co-development convention of 25 May 2000 between both countries.

[130] Groupe Agence Française de développement, Direction de la stratégie, Département de la communication, Migrants, Acteurs de développement, Synthèse générale de l'atélier technique du 29 mars 2006: in the FSP Mali (2001) and the FSP Senegal (2005) ; 29 per cent of the FSP co-development funds is financed by migrants, 63 per cent is financed by external partners and 8 per cent by other partners.

> Out of the eight new pacts (20 are projected until 2010) France has signed to date with migrant source countries, six refer to the notion of co-development in their title.[131] The most recent pact with Tunisia of 28 April 2008 is the first to reflect the notion of solidarity in development. Concluded as a framework agreement, this pact is implemented through two protocols of application (Article 5), the first on migration management, and the second on development cooperation. This structure offers the necessary flexibility for concluding understandings with industrial and professional associations, enterprises and universities which are all key non-state partners within the co-development field.
>
> The nature and approach how the three sub-actions of classic co-development, solidarity in development, including sectoral initiatives and decentralized cooperation are allocated, vary with each pact. Of the most recent pact referred to above lists all existing understandings on decentralized development cooperation, twinning French communes, cities and provinces with their sub-federal partners in Senegal.

IV.2   Private sector initiatives

The private sector in developing countries of origin is expected to be the lead driver of economic development and employment creation. It can thus play a key role in steering the demand emanating from the implementation of the MIDA programme. While engaging the private sector in the development of African countries is a challenging issue in terms of the partnerships it implies, it can play a key role in strengthening the capabilities of local SMEs and microenterprises.

In most African countries, access to microfinance, especially for women, helps to tide over income shortages resulting from bad crops or other market weaknesses, and may smooth variations in migration-related sources of income, such as remittances (IOM, 2005). This approach is also at the basis of the MIDA Guinea Project, a microcredit enterprise entrusted by IOM to the RCG[132] (IOM 2004) to reinforce local SMEs, a partnership which offers poor rural women access to credit and helps them to develop their own lines of business. Similarly, the cooperation with the "*Agence de développement et d'encadrement des petites et moyennes*

---

[131] The agreement with Gabon came into force on 5 July 2007. Undergoing ratification are those with Congo (signed 25 October 2007 in Brazzaville), Benin (signed 28 November 2007 in Cotonou), Senegal (signed on 23 September 2006 in Dakar and expanded by the covenant-agreement of 2008, signed on 25 February 2008 in Dakar), and Tunisia (signed 28 April 2008 in Tunis). Under negotiation are further pacts with Algeria, Morocco, Mauritius, Cap Verde, Burkina Faso and Cameroon. No agreement could be reached with Mali.

[132] The Rural Credit of Guinea (RCG) was created on 28 November 2001. In 2003, the RCG extended credits worth over 16 billion Guinean francs to more than 120,000 beneficiaries, 40 per cent of them women, throughout the country, and collected over 6 billion in savings and therefore makes a substantial contribution to improving living conditions for the poorest segments of the populations.

entreprises"(ADEPME), a local Senegalese initiative, provides adequate training in business management for migrants' associations involved in the MIDA Italy project.

The private sector can help to reduce the overall costs of a migration for development project. For instance, the MIDEth project, focusing on the return of highly qualified health professionals, Ethiopian Airlines offered special fares and free accompanied baggage while the Sheraton Addis Ababa Hotel and the Intercontinental Hotel offered free accommodation or discounted rates.[133]

As highlighted in the UNDP report of the Commission on the Private Sector and Development (UNDP 2004), to achieve the objective of engaging the private sector in addressing development challenges and opportunities calls for a commitment by all parties concerned as well as innovative initiatives and approaches. In 2007 the World Bank launched a promising initiative targeting entrepreneurs from the sub-Saharan African diaspora in Europe with the support of the Belgian Development Cooperation, the Dutch Ministry of Foreign Affairs, the German Federal Ministry for Economic Co-operation and Development and the French Development Agency, under which the Development Marketplace for the African Diaspora in Europe (D-MADE) provided access to finance for innovative entrepreneurial African Diaspora projects to be implemented in sub-Saharan Africa with the aim of enhancing the development of this region[134] (World Bank, 2007).

Some governments are seeking to formalize the business contacts and professional networks established by their diaspora members abroad through public-private partnerships. Thus, the Senegalese government launched an initiative entitled the "*Caravane des PMEs*" (SME mobile unit) which offers information about investment and partnership possibilities in Senegal to members of the diaspora. At the same time, they are invited to share their business contacts and information on professional networks. As a result, contacts were made by important Senegalese diaspora groups in the Italian towns of Brescia, Lecco and Parma and public partnerships between food processing enterprises in Northern Italy and Senegalese agricultural producers (Republic of Senegal, June 2006; Panizzon, 2008) have been instrumental in establishing joint ventures and partnerships between Italian food processing SMEs and Senegalese agricultural associations, namely in the dried tomatoes and biscuits industries.

---

[133] Information received from Charles Kwenin, Head of SLM Addis, and with SLM, Addis Quarterly Report, January 2009.

[134] The winners were selected from a group of 68 finalists who presented projects that a 24-person jury deemed innovative, sustainable, replicable and based on sound business principles. The sixteen winners currently live in seven European countries: Belgium, France, Ireland, Italy, the Netherlands, Switzerland and the United Kingdom. The winning projects will be implemented in 11 African countries, including Mali (4), Côte d'Ivoire (2), Benin (2) and one each for Burkina Faso, Cameroon, Democratic Republic of Congo, Ethiopia, Madagascar, Malawi, Sierra Leone and Togo. In 2009, the Development Marketplace for African Diaspora in North America (D-MADA) was launched with the support of the International Finance Corporation (IFC) and the Multilateral Investment Guarantee Agency (MIGA). Please refer to www.worldbank.org/afr/diaspora/dmada.

The above examples, while limited in numbers and scope, offer preliminary evidence that the private sector could play a much more significant role than hitherto acknowledged in the area of migration and development (IOM, n.d.b). To fully realize this potential, further observations and analysis are needed to establish the optimal conditions for the private sector to contribute to the creation and development of local enterprises, such as support to SMEs in countries of origin or the mobilization of diaspora resources to assist in private sector development.

IV.3   Diasporas and peacebuilding

Countries affected by civil war or armed conflict are faced with the difficult task of bringing peace and stability to their societies. In this process and depending on the particular circumstances and context, diasporas may be able to play a role in the efforts to rebuild and strengthen civil society institutions and reinvigorate and support economic activity in their home countries.

According to Paffenholz (2005), the peacebuilding process aims at providing the means and the framework for the peaceful and sustainable resolution of conflicts. The range of possible actions this implies is large. In general, however, key goals include building strong and legitimate state institutions and promoting socio-economic development. This reflects the recognition of the importance of economic factors, such as socio-economic inequalities, economic instability and competition over resources in driving conflicts (DfID, 2002). However, such capacity-building and development processes may themselves generate new conflicts if their benefits are unevenly felt and perceived as benefiting some to the detriment of others. Therefore, capacity building and development in the context of peacebuilding must be predicated on the prior creation of trust and confidence among the communities and the diverse community segments within them, and appropriate policy and social interventions to mitigate actual and potential inequalities. The importance of this is emphasized in the Secretary-General's report on *Peacebuilding in the immediate aftermath of conflict*, which notes that "*recovery … is about providing space and support for national actors and institutions to put in place medium to long-term development strategies and pursue them in a way that reinforces and strengthens peace.*" (UN, 2009)[135]

Although physically separated from conflicts in their home countries, members of diaspora communities – which may be composed of forced as well as voluntary migrants – often retain their affective links with and concern for their countries of origin. Diaspora members are often strongly engaged in supporting families and

---

[135] Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (emphasis in original)

communities at home before, during and after conflicts, for example by sending remittances to support families or assist in the development of infrastructure (Weiss-Fagen and Bump, 2006).

The potential value added to be derived from the leveraging of such affective links in support of post-conflict peace-building processes is being increasingly recognized by governments and other institutions: the *Report of the Secretary-General on Peacebuilding* notes that their knowledge of the language, culture and other particularities of the area can be of invaluable assistance and support in the context of international reconstruction efforts. In April 2009, IOM co-organized a conference on *Peacebuilding: The Role of Diasporas* with the United Nations Institute on Training and Research (UNITAR) in order to explore and conceptualize these linkages.

The particularities of situations, characterized by fragile and non-linear peace-building processes, require particular care to ensure that diaspora engagement is sustainable and within the capacities of the home government and that diaspora members involved in fact intend and are able to contribute to, rather than counteract, undermine or use peace-building processes to further their own interests (Collier and Hoeffler, 2000; Public International Law and Policy Group, 2009). Nor should they be seen to be obstructing or competing with job opportunities sought and needed by the local population, as could give rise to resentment and hostility.

The RQN programmes developed by IOM have sought to implement projects that make use of the skills of highly qualified migrants to support the strengthening and/or reinforcing of government capacities in key sectors, both directly through the activities of the returning qualified nationals and more indirectly through the beneficial effect of the introduction of professional skills, values and techniques. For example, a RQN project for the return of judges to minority population areas in Bosnia-Herzegovina enabled the government to implement judicial reforms aimed at building confidence in the courts among people returning to their areas of origin (Centre for the Promotion of Civil Society, 2005). Meanwhile, under the TRQN project, over 200 returnees were able to positively contribute to building government capacities in six targeted post-conflict countries as part of national development and peace-building strategies.[136] The RQN provided the necessary framework within which to engage diasporas in capacity-building efforts for government institutions and other actors and provide them with the necessary means to promote and implement the conditions necessary to achieve sustainable peace.

---

[136] At least one TRQN participant from Sierra Leone returned to focus specifically on training government officials in conflict prevention. Joost van der Aalst, *Temporary Return of Qualified Nationals (TRQN)* (Presentation delivered at the IOM/UNITAR Seminar "Peacebuilding: The Role of Diasporas", New York, 28-29 April 2009, <http://www.un.int/iom/PB.html>).

Besides its major development dimension, MIDA also provides a constructive and long-term framework for diaspora engagement in home countries in support of peace processes. By pursuing the objective of reinforcing local institutional capacities in accordance with development policies and strategies established by the government, MIDA projects also contribute to post-crisis development goals, in the sense of defining long-term strategies to fill human resources gaps in essential services and key development sectors, and efforts to generate sustainable employment-creating opportunities, as well as ensuring the necessary institutional and regulatory framework to realize and sustain good governance. For instance, the MIDA Somalia Health Project provides a politically neutral, non-partisan context for returning professional healthcare workers to contribute their expertise to the overall peace-building effort by introducing and disseminating valuable technical skills and knowledge among local health officials. The MIDA Great Lakes Programme may be cited as another example of a project supporting, albeit indirectly, peace-building processes and mechanisms as its goals reflect the "Document de stratégie de croissance et de réduction de la pauvreté" (DSCRP), which focuses on good governance and government capacity building as a means of consolidating peace (République Démocratique du Congo, 2006).

Such programmes may be conceived as going beyond the strictly development-oriented aspect by extending their scope to include and encourage dialogue and interaction with governments and diasporas. Such an enlarged perspective allows MIDA projects to act as catalysts for reconciliation and peace-building efforts. By engaging diasporas as partners in discussions and action, encouraging the flow and exchange of ideas, resources and know-how between home and host countries and pursuing the objective of creating sustainable economic activities, these projects promote dialogue between different partners, demonstrate the commitment of the diaspora to effectively contribute to the development efforts of their home country as well as to support the socio-economic conditions necessary to realize and maintain peace (Public International Law and Policy Group, 2009).

This innovative approach to introduce peace-building concerns into MIDA programmes and strategies is still at a preliminary stage and set to evolve as the conceptual framework takes on firmer and agreed dimensions. The signing of a comprehensive agreement between IOM and the UNITAR to further integrate diasporas in capacity-building projects in countries of origin represents a step towards a better understanding of this initiative and the further development, refinement and integration of such concerns into future projects. Before this objective may be realized, a number of issues still have to be further explored, for instance, what are the key features of a specific post-conflict MIDA project to be, and by whom and how is this to be decided? As premature involvement may well be counter-productive, at what stage in the post-conflict situation might diaspora support be forthcoming, and under whose initiative and authority? By whom is the nature, development and duration of such an engagement be determined, and according to what criteria and considerations? What cooperation framework and mechanisms might be envisaged for diaspora involvement in peace-building efforts to be feasible and acceptable? The effective and successful integration of diaspora resources and commitment

into peace-building efforts in home countries will depend in large measure on the answers to these and other questions of a political, economic, humanitarian, institutional and organizational nature.

IV.4   Migration and higher education

Educational achievement, especially at the tertiary level, is the basis of future economic and social success. Therefore, universities and other institutions of higher learning and technical training play an important role in the social development and economic growth – subject to the condition that the jobs and the infrastructure to absorb and effectively use such skills for the general good are available.

To formulate and implement the appropriate policies conducive to stimulating development and economic growth, government and civil society actors in developing countries need the knowledge and technical skills required to achieve that aim. The former UN Secretary-General, Kofi Annan, emphasized this when he stated that "*the university must become a primary tool for Africa's development in the new century. Universities can help develop African expertise; they can enhance the analysis of African problems; strengthen domestic institutions; serve as a model environment for the practice of good governance, conflict resolution and respect for human rights, and enable African academics to play an active part in the global community of scholars*" (UN, 2000). Elsewhere, NEPAD clearly states its "*support of the immediate strengthening of the University system across Africa, including the creation of specialised universities where needed, building on available African teaching staff*" (AU, 2001: 30).

To be able to fill critical gaps in key development sectors, a comprehensive human resource development strategy is needed. The local training and education of national experts requires long-term human resource planning in essential sectors, including in healthcare and education. Related thereto and of increasing importance in that connection, is the ability to design and apply appropriate migration management policies to retain valuable and needed skills in the country, while also providing the possibility for nationals to acquire necessary and needed skills abroad. With that purpose in mind, IOM, in partnership with the World University Service (WUS) and as part of the framework of the MIDA strategy, will pursue the objective of promoting the inclusion of migration studies in African university programmes (IOM, 2009).

In order to support the capacity-building efforts of African universities IOM has developed innovative approaches[137] allowing the temporary return of academics[138] to assist in the development and teaching of courses with specific focus on migration studies. These projects are designed to:

- Draw the awareness of university administrations to the importance and impact of migration on African societies.
- Build a critical mass of core skills and expertise to contribute to the understanding and awareness of migration issues among governments, civil society, the private sector and leaders throughout Africa.
- Involve diaspora members in the expansion of the knowledge base in their countries of origin.
- Strengthen relations and institutional cooperation between institutions in Africa, Europe and North America through twinning arrangements.

A concrete example of what may be achieved can be gleaned from the MIDA Great Lake programme, where diaspora members in Belgium contributed to reforming the syllabus of the University of Lubumbashi in the Democratic Republic of Congo.[139] It should, however, not be assumed that all cooperative efforts must have a North/South orientation. Indeed, there is considerable scope for productive exchange between developing countries themselves, which is, and is becoming increasingly well known and acknowledged.

IV.5   South-South cooperation

As stated in the 2007 report of the UN Special Unit for South-South Cooperation, the agenda for cooperation among developing countries was significantly expanded to cover new sectors as and when they emerged, together with new challenges and opportunities. From this perspective, migration dynamics might present new areas for policy and engagement in South-South relations and cooperation in the context of regional and sub-regional projects and programmes of mutual interest.

Indeed, 80 per cent of identified South-South migration takes place between neighbouring countries or within the same region (Ratha and Shaw, 2007). In Africa, out of a total of 14.5 million migrants originating from sub-Saharan Africa, 10 million (69%) move within the region (UN PD, 2009). In Africa, out of a total of 14.5

---

[137] Short-term missions which occur under the MIDA Great Lakes programmes allow academics to return temporarily in their home countries to assist in the development and teaching of courses in partnership with their home countries institutions.

[138] Within the TEMPUS project, pilot initiatives such as the establishment of virtual libraries in some 20 African campuses for students and academicians and to utilize the Diaspora in existing programmes in education, culture, science and technology are foreseen.

[139] This highlighted the sustainability of the expert missions of the MIDA Great Lakes programmes. More information can be found in chapter IV on Monitoring and Evaluation.

million migrants originating from sub-Saharan Africa, 10 million (69%) move within the region. In Latin America and the Caribbean the number of migrants moving within the region is estimated at 6.6 million (Ratha and Shaw, 2007), while regional migration flows also predominate in Asia. In 2005 the number of international migrants in South-Central Asia was estimated at 13.8 million, in East Asia at approximately 6.2 million, and at 5.6 million in Southeast Asia (UN PD, 2009) with considerable numbers moving within the same sub-region (IOM, 2008).

Income differentials between the countries of the South are often smaller as between Northern and Southern countries and geographical and cultural proximity and networks are therefore more likely to have a proportionally greater impact on migration patterns and flows. Migration flows in Asia are mainly of an intraregional nature, and this is reflected in the high percentage of foreign-born populations in many Asian countries. For instance, approximately 57 per cent of the population of the Macao Special Administrative Region (SAR) of China is born abroad, while in Hong Kong SAR the proportion of the foreign-born population is nearly 40 per cent. In Brunei, also, one third of the population is foreign born (UN PD, 2009).

The gender dimension is an important development observed in South-South migration patterns. Indeed, the proportion of female migrants is estimated to have increased from 35.3 million, or 46.8 per cent in 1960, to 94.5 million or 49.2 per cent of all migrants in 2005 (UN PD, 2009). The number of women among migrants in developing countries was estimated to be about 38.9 million, or 51 per cent in 2005 compared to 46.2 million or 51 per cent in the high-income OECD countries, and 8.7 million or 40 per cent in the high-income non-OECD region (Ratha and Xu, 2008). Therefore, the gender dimension of migration in the African region has undergone a significant change. Most of the female migrants in the sub-region are commercial migrants, in particular traders, who cross borders to trade and barter. Thus, for instance, Ghanaian women travel to Côte d'Ivoire, Togo and Nigeria to buy and sell goods, an activity that contributes to the promotion of regional trade and economic integration (Adepoju, 2006).

Regional trade and economic integration can also lead to the conclusion of bilateral agreements between countries of the South. Bilateral labour agreements and other arrangements offer an effective means to regulate the recruitment and employment of foreign short and long-term workers between countries (IOM, 2006).Thus, a relatively large number of Chinese migrants move to various African countries in response to employment opportunities but also international recruitment and tenders for important industrial and agricultural projects. The presence of Chinese migrants in Africa generates investment opportunities as well as a massive transfer of human resources, knowledge and technical skills. For example, an estimated 100,000 to 200,000 Chinese migrants enter and work either regularly or irregularly in South Africa (IOM, 2008).

Numerous regional agreements have been concluded to facilitate the mobility of people within various regions. In Central America, the Presidents of El Salvador, Guatemala, Honduras and Nicaragua adopted the

Managua Agreement in 1993, the only regional instrument currently in force that sets forth a policy to facilitate the movement of people (IOM, 2002). Migration among the countries of the Mercado Común del Cono Sur (MERCOSUR)[140] has risen as their respective nationals are entitled to legal residence in another Member State.[141] Pursuing a new strategy of combining development cooperation with measures addressing border securitization, developing countries are increasingly concluding bilateral labour migration agreements and memoranda of understanding to complement North-South cooperation.[142] This is so concerning the agreements concluded by Argentina with Bolivia and Peru and in Asia between Malaysia and Thailand. In order to enhance and enable temporary labour migration of healthcare workers, South Africa has concluded agreements with Cuba, Iran and Tunisia to fill labour shortages in the health sector.

West African populations are among the world's most mobile. The population census of 2005 states a total of 7.7 million migrants within the region hailing from other West African countries, representing almost three per cent of the regional population. The free movement of persons occurring under the unity ECOWAS further facilitates migration movements within the ECOWAS region.[143] The African Renaissance of West Africa Women (ARWAW), created in 1983 during the ECOWAS summit of heads of states in Conakry, pursues the objective of promoting African economic integration through the involvement of African populations, especially women. ARWAW targets highly educated women and women involved in trans-border commercial activities, whose regular movements throughout West African countries contribute to the intensification of intraregional exchanges. ECOWAS members have adopted a "Common Approach on Migration Management" agreement,[144] which, though not legally binding, guides West African countries on strategic priorities and activities conducive to promote a system of concerted migration management in West Africa.

The GFMD initiated a new international consultation process on migration and development policy and practice (IOM, 2008). All these initiatives combine to testify to the growing importance of migration and development on the international agenda, though they may remain confined to traditional development cooperation. The migration and development nexus occupies an increasingly important place in multilateral South-South cooperation agreements and activitites. Indeed, a growing number of developing countries

---

[140] "Common Market of the South" comprising of Argentina, Brazil, Paraguay, Uruguay and Venezuela.
[141] In addition, Argentina's new immigration law provides for the legal residence procedure for foreigners to be simplified in line with the MERCOSUR requirements.
[142] Some examples from among the numerous bilateral agreements examples include the agreements between Malaysia and Thailand, Argentina with Bolivia and Peru and several agreements in Central Asia.
[143] Please see the ECOWAS "Common Approach on Migration", adopted in January 2008. Available at <http://www.droit-migrations-ao.org/PDF/Common%20Approach%20-%20ECOWAS.pdf>.
[144] Idem.

coordinate policy developments and share proven good practices with other countries of origin in order to link national development needs with the required human and economic capital present among the members of their diaspora communities (Strauss, 2007).

As stated in the UN Secretary-General's report on South-South cooperation, South-South and North-South activities are generally realized in the context of regional and sub-regional arrangements.[145] In that regard, regional consultations on migration matters of common interest are ideal forums for participating governments to share regional concerns and to develop and decide on policies and activities conducive to the achievement of their common goals and to further strengthen cooperative mechanisms. Thus, RCPs are acknowledged to be instrumental in fostering dialogue among members and identifying activities that can both benefit from and contribute to the development opportunities generated by migration. Well aware of the importance of the regional dimension in migration matters, the promotion of South-South cooperation has been an important mainstay in all IOM activities and concerns since the beginning. In close cooperation with Members States, the United Nations and its specialized agencies, as wells as diverse funds and programmes, IOM offers its advice and technical expertise to arrive at mutually agreed approaches and mechanisms to better cooperation in migration management through RCPs. IOM has initiated various regional consultations on migration such as the Puebla Process in the Americas, the Migration Dialogue for Southern Africa (MIDSA), the Migration Dialogue for West Africa (MIDWA) and the Colombo Group of Asian Labour sending countries as well as the Abu Dhabi Process which includes the Gulf States.[146]

Summary and conclusion

MIDA could draw new energy and purpose from the exploration of new avenues of activity. MIDA has not remained static since its inception; quite the reverse, it has evolved to meet changing needs and to seize new opportunities.

One emerging area of indisputable major interest is labour mobility. Though the remittances sent by migrants to their families at home have long been viewed as a mainstay of local development, the identification of labour migration patterns to enable migrant workers to best position themselves in order to be able to contribute to the development of their country of origin has generated interest although. The concept of circular migration is often mentioned, but is yet to be fully tried and tested. Similarly, there is a strong case for

---

[145] In 2002, more than 250 regional and sub-regional free-trade arrangements have been recognized by the World Trade Organization.
[146] Some 142 states worldwide are estimated to participate in various RCPs on migration, Anke Strauss (IOM), speech during the Fifteenth Session of the High-Level Committee on South-South Cooperation, August 2007.

more consideration to be given to the operationalization of the concept of co-development. A further emerging and promising area of activity is the mobilization of the private sector as an agent of development. Access to microfinance, the offer of practical incentives and the creation of business networks are but some ways in which the private sector can contribute to and become involved in pro-development initiatives. Other opportunities in such areas of mutual concern as peacebuilding, higher education and South/South cooperation have yet to be fully exploited. In each, the key to progress lies in the building of effective partnerships among key stakeholders.

Bibliography

Adepoju, A.
2006   "Leading Issues in International Migration in Sub-Saharan Africa", in C. Cross, D. Gelderblom, N. Roux and J. Mafukidze (Eds.), *Views on Migration in Sub-Saharan Africa*, Proceedings of an African Migration Alliance Workshop, Human Sciences Research Council (HSRC) and Department of Social Development, HSRC Press, Cape Town: 25-47.

African Union
        African Union, Statutes of the Economic Social and Cultural Council of the African Union, available at <http://www.africa-union.org/ECOSOC/STATUTES-En.pdf>.

Bloom D., Canning D., and Chan K.,
2005   Higher Education and Economic Development in Africa, Harvard University, September.

Centre for the Promotion of Civil Society
2004   Final Review of "The Return of Judges and Prosecutors to Minority Areas of Bosnia and Herzegovina" Project.

Collier, P. and Hoeffler, A.
2005   "Greed and Grievance in Civil War", *Oxford Economic Papers,* Vol.   56(4): 563-595

Department for International Development (DfID)
2002   *Conducting Conflict Assessment: Guidance Notes, available at* <http://www.dfid.gov.uk/pubs/files/conflictassessmentguidance.pdf>.

Development Research Centre (DRC) on Migration, Globalisation and Poverty
2005   Migration, Globalisation and Poverty, November.

Economic Community of West African States (ECOWAS)
        Protocol A/P1/5/79 on free movement of persons, the right of residence and establishment. *Common Approach on Migration*, 33rd Ordinary Session of the Heads of   State and Government, Ouagadougou, 18 January 2008, available at <http://www.droit-migrations-ao.org/PDF/Common%20Approach%20-%20ECOWAS.pdf>.

International Organization for Migration (IOM)

2002   The State of Migration Management in Central America: An Applied Research Final Report, IOM

2003   IOM's Role in Enhancing Regional Dialogues on Migration, MC/INF/266, Eighty-Sixth Session.

2006b   Policy Approaches to Migration and Development Session, Ninetieth Session, MC/INF/281, November 2005.

2006c   Proposition de l'OIM portant sur une *Initiative internationale « Migration et Développement »* destinée à accroître l'effet bénéfique de la migration de main-d'œuvre sur le développement, PROJET de document de réflexion, 4 septembre 2006.

2008   *World Migration 2008. Managing Labour Mobility in the Evolving Global Economy*. Vol. 4 – IOM World Migration Report Series, IOM, Geneva.

2009   Migration and Higher Education: Developing Skills and Capacity, Tempus. Project Document. IOM/WUS.

n.d.a   "Migration and Trade", available at <http://www.iom.int/jahia/Jahia/about-migration/developing-migration-policy/migration-trade>.

n.d.b   "IOM - Private Sector Partnership in Emergency and Post-Crisis", Factsheet, IOM, Geneva.

IOM, ILO and OSCE

2008   Compendium of Good Practice Policy Elements in Bilateral Temporary Labour Arrangements, Follow-up on GFMD 2007, Roundtable 1.2 "Temporary Labour Migration as a Contribution to Development: Sharing Responsibility", co-chaired by the Governments of Spain and Morocco and presented in Manila in October 2008. Available at <http://www.iom.int/jahia/Jahia/pid/2056>.

Martin, P.

2006   The Trade, Migration and Development Nexus, November 2006 http://www.dallasfed.org/news/research/2006/06migr/martin.pdf plmartin@ucdavis.edu

New Partnership for Africa Development (NEPAD)

2001   The NEPAD framework, October, available at<http://www.nepad.org/2005/files/documents/inbrief.pdf>.

Operationalizing Migration for Development Across Regions

OSCE, IOM and ILO
  2006   Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and
            Destination. Mediterranean edition, OSCE, Vienna; IOM and ILO, Geneva.

Paffenholz, T
  2005   "Peace and Conflict Sensitivity in International Cooperation: An Introductory Overview"
            International Politics and Society, available at <http://www.fes.de/ipg/IPG4_2005/06_PAFFENHOLZ.
            PDF>.

Panizzon, M.
  2008   A win-win-win model for trade and development: the case of Senegal. Theme Group on Labour
            Mobility, Geneva Trade and Development Forum, supported by the NCCR Trade Regulation Center,
            Bern and Friedrich Ebert Stiftung, Geneva.

Public International Law and Policy Group
  2009   *Engaging Diaspora Communities in Peace Processes: Assessment Report and Program Strategy.*

Ratha D. and Z. Xu
  2008   "Migration and Remittances Factbook 2008", Migration and Remittances Team,
            Development Prospects Group, World Bank, available at <www.worldbank.org/prospects/
            migrationandremittances>.

République Démocratique du Congo
  2007   *Document de Stratégie de Croissance et de Réduction de la Pauvreté.*

République du Sénégal
  2006   Ministère des petites et moyennes entreprises, de l'entreprenariat féminin et de la microfinance,
            Caravane des PME en Italie, Juin 2006. Available at <http://senentreprenariat.free.fr/
            entreprendreavecladiaspora.htm>.

Strauss, A.
  2007   Fifteenth Session of the High-Level Committee on South-South Cooperation, Ms. Anke Strauss,
            Liaison Officer, IOM, New York.

United Nations Department of Economic and Social Affaires, Population Division (UNPD)
  2009   Trends in International Migrant Stock: The 2008 Revision, (United Nations database, POP/DB/
            MIGStock/Rev.2008), United Nations Population Division, New York, <http://esa.un.org/migration/
            index.asp?panel=1>.

United Nations Development Programme (UNDP)
2004   Unleashing Entrepreneurship: Making Business Work for the Poor, Report of the Commission on the Private sector & Development. UNDP, Geneva

United Nations, General Assembly ad Security Council
2009   *Peacebuilding in the immediate aftermath of conflict*, report of the Secretary -General, 11 June.

United Nations, Special Unit for South-South Cooperation
2000   Former UN Secretary-General, Kofi Annan, Speech upon receiving an honorary degree from the University of Ghana, UNIS/SG/2625, Ghana, August 2000, available at <http://www.unis.unvienna.org/unis/pressrels/2000/sg2625.html>.

2006   UNSG Report on International Migration and Development, May.

2007   The state of South-South Cooperation, Report of the Secretary-General Sixty-Second session, 23 August.

Weiss-Fagen, P. and Bump, M. N.
2006   *Remittances in Conflict and Crises: How Remittances Sustain Livelihoods in War, Crises and Transitions to Peace*.

Wise, R.D.
2007   Migration and Development, Setting the Scene, Global Forum on Migration and Development.

Interviews/verbal and written communication

- **Anglana Tana,** Project Manager**,** IOM Mission with Regional Functions (MRF), Rome, Italy, April 2009.
- **Appiah David,** MIDA *field manager*, IOM Ghana, 19 March 2009.
- **Asmellash Bruk,** Programme Coordinator MIDEth, Special Liaison Mission, IOM Addis Ababa, Ethiopia, 13 March 2009,
- **Keating Tamara**, Head of Implementation and Management Services, IOM Mission with Regional Functions Brussels, Belgium, 6 April 2009.
- **Kwenin Charles**, Head of Special Liaison Mission, IOM Addis Ababa, Ethiopia, 13 March 2009.
- **Reyes Juan Daniel**, Project Officer, IOM Helsinki, Finland, on 16 January 2009. ,
- **Wane Abibatou,** Programme Manager, IOM Niamey, Niger, 6 April 2009.
- **Welcker Ralph,** IOM Mission The Hague, Netherlands, 19 March 2009 and 2 April 2009.

A Kenyan dentist returned by IOM works in a clinic in Nairobi.

© Wendy Stone 1993 - MKE0086

Workers harvest pineapples in the sleepy village of Gomoa Simbrofo. Behind all the changes to the village is Ghanacoop, a cooperative of Ghanaian migrants in the Italian city of Modena and created through IOM's Migration for Development in Africa (MIDA) programme.

© IOM 2007 - MGH0061 (Photo: Jemini Pandya)

Information exchange during the Sudanese diaspora dialogue in IOM's London office.

© IOM 2007

CHAPTER V

Integrating Migration Into National and Regional Poverty Reduction and Development Plans[147]

Over the last decade, developing countries have come to appreciate the need to better understand the nature of the relationship between migration and development, and the importance of developing effective policies and programmes in this area of public administration. Such matters acquire even more significance when linked to their efforts to achieve the MDGs. Nonetheless, there have been few specific, concrete attempts to address the complex interlinkages between migration and development in poverty eradication agendas. For migration and development initiatives to realize their full potential, they need to be supported by and embedded within an enabling policy environment.

Most developing countries have already formulated national poverty reduction and development planning tools, e.g. Poverty Reduction Strategy Papers (PRSPs) or Sector Wide Approaches (SWAPs) to guide their actions. These tools encourage government ownership of the national development agenda since they are derived from national consultative processes. They also foster policy coherence by engaging all government ministries in the crafting of an agreed set of priorities. MIDA-type initiatives are one significant way in which migration related considerations can be woven into poverty reduction and development planning instruments. In so doing, the important contribution that can be made by migrants and members of the diaspora community to development efforts becomes visible, and helps to validate the case for comprehensive policies to support migration for development initiatives.

The Threshold 21 (T21) model developed by the Millennium Institute is a particularly useful tool, and one which provides governments with a multidimensional framework for designing and assessing development policies. The participatory process inherent in the development of a model tailored to the needs of a particular country offers valuable insights into the coherence and consistency of objectives, hypotheses and data used in the policymaking process in different development sectors, including those linked to migration. The resulting development plan can then provide a basis for action by the various sectors while also taking migration aspects into account.

---

[147] Parts V.1 to V.3 were written by Sophie Nonnenmacher, Senior Migration Policy Specialist, IOM, and Part V.4 was written by Matteo Pedercini, Deputy Director for Capacity Development and Modeling, Millennium Institute, and Birgit Kopainsy, Millennium Institute/University of Bergen.

The first part of this chapter explores opportunities for the integration of migration into development planning tools and the particular challenges faced by developing countries in this endeavour. The chapter then discusses some practical steps that might be taken in this direction. Finally, the T21 model is used to analyse the outcomes of different development policy options based on a case study of remittance policy options in Cape Verde.

V.1   Opportunities and challenges

Opportunities

Mainstreaming migration into national and regional development strategies opens the way to a "whole-of-government" approach. Indeed, development strategies are key governing instruments in terms of priority setting, planning and coordination.

Poverty reduction and development strategies are where development issues are identified, goals agreed upon and priorities defined. They involve the systematic promotion of mutually reinforcing policy actions across government departments and the creation of synergies between the work of governmental and non-governmental actors, such as development partners. Strategies touch on all aspects of governance as institutions responsible for policy, legislation and implementation are mobilized to transform a vision into reality. Last, but not least, these strategies represent a high level of political engagement of a country or region as they are signed by the national or regional authorities, thus legitimizing their status as instruments laying out the national or regional vision.

Integrating migration and, in particular, MIDA-type interventions, into these development frameworks therefore, will, in the long run, provide support for a more development-friendly approach towards migration through the alignment of migration policy and programmes with national poverty reduction and development goals.

The process of developing comprehensive regional strategies is still in its infancy. Where they do exist, regional development strategies consist mainly of policy statements. A few more years may be needed before wide-ranging regional development planning tools incorporating migration are adopted. The region which seems to be closest to achieving this goal is West Africa with the adoption in 2008 by ECOWAS Heads of State of the Regional Poverty Reduction Strategy Paper (RPRSP) referring to migration (ECOWAS, 2008). The AU is also actively engaged in promoting the contribution of their diaspora members, or Africa's "sixth region", to development in various policy papers on migration, and by negotiating international migration and development frameworks with other regional entities, such as the EU, in a manner supportive of their national poverty alleviation and development strategies.

Challenges

Despite the interest of developing countries in a more proactive approach to migration, in maximizing its positive contribution to development and in alleviating its negative effects, migration rarely figures in national development planning tools. Where migration does appear, attention is all too often devoted to its negative effects (for instance, trafficking in human beings or brain drain). Moreover, the discussion of the issues frequently remains at an analytical level with no mention of possible actions to address this phenomenon, as migration has never been considered a development priority. Consequently, policy and programmatic responses are either mainly non-existent or aimed at preventing migration without exploring the conditions under which migration could foster development.

The reasons for the limited consideration of migration are many and include, *inter alia*:

Lack of capacity

The absence of migration on the development agenda of developing countries with important emigration or immigration dynamics can reflect a lack of expertise and/or financial resources to undertake an assessment of the migration and development nexus; to gauge the importance to be afforded to migration issues and their impact on development, and to identify and implement the necessary policy and programmatic responses.

Migration, a fragmented portfolio

The fragmentation of migration issues among different government portfolios (e.g., ministries of finance, interior, labour and foreign affairs) can result in migration being only incidental to the work of government departments and agencies, compared with other and weightier issues. At times, this may also give rise to concerns about unwelcome interference by one department with the portfolios of other government departments when it becomes too involved with migration issues, with the result that no department is ready to take the lead in championing the better integration of migration into national or regional development agendas.

On the other hand, when a specific ministry is concerned with migration (e.g. ministry of emigration/ immigration) or a ministry has been mandated as the focal point on this matter (e.g. ministry of interior, or foreign affairs), a different problem may arise in that other ministries may consider migration as an issue offering few benefits for their area of responsibility to focus on in terms of visibility or budget allocation, with the result that migration becomes a matter for a single governmental stakeholder. This situation can lead to migration being examined from only one and a narrow angle at that.

Moreover, fragmentation may create a weak migration constituency among donors. Donors focusing on migration issues are often not the same as those addressing development issues and therefore these two

agendas remain distinct and treated separately. As a result, "hybrid" programmes on migration and development (termed "hybrid" because they focus on both migration *and* development) can prove difficult to fund, given that they are not explicitly present on any donor's agenda.

Migration as a cross-cutting issue

The nature of migration as a cross-cutting issue can make it difficult to formulate a coherent and common position on how best to reconcile it with the development agenda, especially as different stakeholders may have markedly different interests.

Lack of data and indicators

Many developing countries lack data on their migration phenomena and indicators that could provide evidence concerning their impact on development. This makes it difficult to formulate policy based on solid evidence as opposed to vague assumptions. This situation is partly due to a general lack of financial resources for the collection of national statistics in developing countries. It also stems from the fact that migration is a dynamic process with many phases (i.e. departure, travel, stay and, possibly, return), that it crosses borders and is influenced by a host of social, economic and political factors. All these reasons combine to make it a difficult undertaking for a country to gather relevant data and forecast the impact of migration on development in the short, medium and long terms.

Migration is a politically sensitive issue

Migration is often regarded as a controversial and politically sensitive issue. This can act as a deterrent for its integration in the development agenda.

Multiplicity of development tools

Most countries employ several poverty reduction/development frameworks, which vary in terms of the actors brought into play, the scope of their agendas and the timeframes (see Textbox 8 below). Some provide broad coverage and tackle poverty issues and development in general, others focus on a specific sector. Some are regional or national concepts, others are inscribed in frameworks developed by the international community to support national and regional efforts (e.g. PRSPs developed by the World Bank and the IMF). Many countries pursue a mixed approach, with some strategies based on locally created concepts (e.g. a political declaration or a 10-year development plan), while others act within international frameworks. The proliferation of instruments may discourage actors and partners to engage in a migration mainstreaming process which would require special efforts to integrate migration in a coherent manner into different policy tools.

Textbox 8: Two development planning tools: PRSPs and SWAPs

The Poverty Reduction Strategy Papers (PRSPs)

The PRSP approach was established in 1999 by the International Monetary Fund (IMF) and the World Bank. PRSPs were designed to serve as a framework for domestic policies and programmes. They also provide the operational basis for concessional lending and debt relief to heavily indebted poor countries. Over time, they became a tool with the triple purpose of bringing coherence to cooperation in development, consolidating donor funding, and facilitating the implementation of MDGs.

Sector Wide Approaches (SWAPs)

A SWAP is a mechanism for development partners and a developing country to support the integrated development of a sector. Donors contribute to a single sector policy and expenditure programme, led by the government, using to the greatest extent possible a common management and reporting procedure to disburse and account for all funds.

Examples of national and regional experiences

In recent years a number of countries have adopted original initiatives in order to overcome some of the obstacles and factor migration into the development goals as expressed in their poverty reduction strategies. The recognition of the potentially positive contribution to be made by diasporas to the development process of their home countries and/or the knowledge and expertise gained through involvement in a MIDA programme can open the way towards the integration of migration in PRSPs and other development plans. Successful examples of the former include Burundi, DRC, Ghana, Rwanda, Senegal and Sierra Leone (Government of Sierra Leone, 2005; Republic of Burundi, 2006; Republic of Ghana, 2005; Republic of Rwanda, 2007; Republic of Senegal, 2006; République Démocratique du Congo, 2006; also see Textbox 9 below). Furthermore, Senegal envisages the development of a comprehensive diaspora policy to encourage contributions by the diaspora towards national development priorities (see Annex I).

Textbox 9 - The Democratic Republic of Congo (DRC) and Rwanda – two case studies

In 2006, the DRC included the positive contribution to development of the expertise, knowledge and human and financial resources of African experts through MIDA in its poverty reduction strategy (DRC, 2006), aimed at supporting the initiation of a national migration for development programme. Certain activities carried out under the MIDA Great Lakes programme in DRC have also been inserted into the Country Assistance Framework (CAF) and the UNDAF (IOM, 2008).

In Rwanda, the Economic Development and Poverty Reduction Strategy (EDPRS, 2008 – 2012), MIDA, together with TOKTEN of UNDP, is referred to as an ongoing programme under the umbrella of the "governance flagship programme":

4.173 Two projects, Migration for Development in Africa (MIDA) and Transfer of Knowledge and Technical Expertise Network (TOKTEN), will support the engagement of the Rwandan diaspora in capacity-building for the public and private sectors within Rwanda. This will allow the Rwandan diaspora to develop harmonious relations with the mother country and to contribute to the good image of Rwanda in the international community. (Republic of Rwanda, 2007, p. 90)

The Ministry of Finance is responsible for the coordination and elaboration of the EDPRS and consults with ministries and local authorities and the private sector. The local MIDA coordinator, a part-time ministry of labour official, played an active role in inserting MIDA into the ministry's strategic plan. As the ministry is taking the lead in the Capacity Building and Employment Promotion sector within the EDPRS, its strategic plan and the role of the diaspora, in particular, have been included as part of the EDPRS.

The general political support by the Government of Rwanda to the role of its diaspora over recent years should be recognized as an important driving factor towards the inclusion of migration into the PRSP. Examples of specific initiatives in that regard are the creation of a Directorate General within the ministry of foreign affairs in charge of diaspora matters, annual diaspora conferences in Rwanda and regular meetings between the President of Rwanda and members of the diaspora community.[148]

Some regions have begun to develop regional development strategies to highlight prospects for joint development, create synergies and ensure a desirable degree of coordination among all major development schemes in the region. These regional development initiatives are based on the postulate which can be applied not only to development but to migration as well: the impact of national intervention is itself affected by decisions and the political, economic and social changes occurring in other countries. Much of economic and trade activity as well as migration flows occur in a regional context, especially within the South. For that reason and in order to be effective, a certain degree of international cooperation at the regional level is required.

---

[148] Information obtained from Géraldine Ansart, Project Assistant, MIDA Great Lakes Programme, IOM Brussels, 23 February 2009.

The regional dimension of migration warrants further attention as regional migration flows may, depending on the particular circumstances and extent, occur in defiance of the sovereignty of countries of origin, destination and transit, (with many countries being all three), especially when the volume, timing and composition of migration flows are the result of conflict or other untoward events and developments, including socio-economic and political changes or crises in neighbouring countries.

In order to assist developing countries in their efforts to mainstream migration into national and regional development strategies, international agencies (ILO, IOM, UNDP, UNICEF) have developed a handbook which provides a methodology and guidance for the mainstreaming process as well as solutions to address some of the constraints.[149] Some examples of the ways to progress are presented in the following section.

V.2   The way forward: steps to success

The realistic and effective mainstreaming of migration into national or regional poverty reduction or development strategies will depend on the respective institutional capacity and available expertise and financial resources to support the process, although the basic principles underpinning it remain fundamentally the same in each instance:

- Mapping the interrelationship between migration and development and their importance in the national context.
- Identifying policy and programmes to avoid potentially negative effects induced by migration and support the positive contribution of migration towards the achievement of poverty reduction/development goals. MIDA-type projects can serve as a useful framework in this regard.
- Identifying national/regional technical assistance, institutional capacity-building and funding requirements.
- Ensuring a coherent approach to policy issues and aid.
- Ensuring the necessary flexibility to respond effectively to changes in migration and development patterns.

As for the integration of migration into poverty reduction strategies, political support is to be secured before and during the operational part of poverty alleviation and development plans, which requires the mobilization of resources, as exemplified by the contributions received from Rwandan diaspora members and acknowledged in the PRSP (Republic of Rwanda, 2007), and their full integration into the continuing PRSP process cycle.

---

[149] IOM, ILO, UNDP and UNICEF, forthcoming: *Mainstreaming Migration into National and Regional Development Strategies*.

A three-pronged process consisting of: (i) a mainstreaming work plan, (ii) a national reference document on migration and development and (iii) a national consultative and coordination mechanism would facilitate the successful realization of an initial mainstreaming migration exercise and ensure its sustainability over a longer period.

(i) Developing a mainstreaming plan

In addition to time and sufficient resources, the integration of migration into poverty reduction plans into development agendas calls for the preparation and application of a reliable work plan to determine short, medium and long-term strategies and priority areas. A comprehensive poverty reduction plan built on and around migration and development principles can then include outreach activities and target other development tools to achieve thematic coherence and mutually supportive development initiatives across different development planning instruments. Identifying different priorities and separating short-and long-term stages within that process will also ensure that individual development and results can be monitored and observed as and when they are accomplished and, if necessary, adjusted to conform to the overall development aims, thereby acting within realistic parameters and avoiding the lack of transparency and oversight that arises from overly burdensome and overlapping plans and operations. The mainstreaming of migration into national poverty reduction and development plans should attract attention and interest and invite participation, and avoid overwhelming potential stakeholders, in particular as they may have other priorities and interests apart from migration.

(ii) A national Migration and Development reference document

The essence of having a document concerning exclusively Migration and Development is to provide immediate recourse and reference to the main migration and development issues and to support and enrich the debate, and to facilitate the integration of migration into any future development strategy. It furthermore provides the analytical framework on the basis of which migration issues can be mainstreamed into the development planning tools and where all the important information on migration and development activities can be recorded to support institutional memory.

Development planning tools are relatively concise documents. PRSPs, for instance, are generally between 80 to 180 pages in length and cover all areas relevant to national development concerns from macroeconomics to governance. Therefore, any migration issue mainstreamed therein can only be treated in a succinct manner. This is why a separate national reference document on migration and development proves to be useful as it can record the justification for the inclusion (or rejection) of a specific migration and development issue in a development planning tool. In addition, a reference document also helps to facilitate the implementation of

activities by providing a more detailed explanation of possible operational strategies to be pursued to address an issue, an overall picture of how these activities are linked and the role they play in achieving specific poverty reduction and development goals. It also helps to keep track of funding commitments and the actual expenditure of government and donors for migration and development activities.

Finally, although several potentially important areas for migration and development intervention can be identified through the mainstreaming exercise, only some will ultimately be included in the actual development tool. This is because some of them focus on goals at the macroeconomic level and on wider issues, which sometimes makes it difficult to subsume smaller or narrower migration activities under any particular policy objective. Given the many different needs and interests of government actors, it may be decided to fund migration and development objectives which fall outside the targeted framework, for instance so as not to deplete funding for other, more important issues. Where this is the case, a reference document where additional possibilities and their accordance with national development goals are registered, can contribute to securing support for their implementation through bilateral or other forms of multilateral cooperation.

(iii) A national consultative and coordination mechanism

In most developing countries, there is no single ministry dealing with migration issues, with more than one ministry or government agency having responsibility for different migration-related matters. This situation presents both a challenge and an opportunity for linking migration to development issues. It is a challenge because each actor has a role to play in the formulation of migration policy and, in many cases, this role is exercised in the absence of a common approach or vision on what a national migration policy might look like. It is an opportunity, since the building of a coordination mechanism around migration and development might be facilitated by the fact that many of the various ministries and government agencies are agents of development while they also play a role in managing migration. For instance, a labour ministry will pursue the objective of labour market efficiency as a means for development, while it might be also concerned with the securing of employment opportunities for its nationals abroad (viz. the Philippines is a case in point) and the permission to work for foreigners in the country. The focus on development may also generate a conducive environment in which to discuss migration issues removed from other and perhaps more controversial or difficult aspects normally associated with such matters (e.g. border management, the integration of foreigners). The availability of a migration and development coordination tool would, therefore, assist in formulating a coherent approach to migration in general, in addition to providing orientation specifically towards migration and development issues.

Besides governments and government agencies, other actors such as research institutions, trade unions, employers' associations, advocacy groups and other civil society institutions and donors are important

Operationalizing Migration for Development Across Regions

stakeholders in the planning, financing and implementation of migration and development activities. Their support and involvement in the mainstreaming process should therefore be sought, especially as their activities affect, and are affected by, migration and development issues. Furthermore, broad-based consultations may serve as a platform to raise public awareness of important migration issues generally and contribute to the development of a sense of national ownership.

In addition to the aforementioned handbook prepared by ILO, IOM, UNDP and UNICEF, the Threshold 21 (T21) model applied by the Millennium Institute[150] can offer an outlook on some key development issues that are potentially related to human mobility which countries or regions might have to contend with in the future. Alternative scenarios illustrate how different strategic policy choices or changed policy environments at home and abroad may affect future development choices. Cape Verde is a particular case in point, where migration plays a significant role in national political and development concerns.

V.3   Model-based analysis: Explorative migration-development scenarios in Cape Verde

Context

Few countries depend more on migration than Cape Verde (Carling, 2004). The Cape Verdian diaspora (including third and fourth-generation migrants) probably outnumbers the 460,000 inhabitants of the islands, and is estimated to count approximately 270,000 migrants in the Americas, 150,000 in Europe and 90,000 in Africa (Carling, 2004). Emigration has had the general consequence of creating a reasonable standard of living in Cape Verde, something which is difficult to achieve on an average local salary (Carling, 2001). Cape Verde is also highly dependent on external assistance for its economic development. In the last three decades, external assistance has accounted for between 30 and 60 per cent of Gross Domestic Product (GDP). At the beginning of this decade, remittances as a form of external assistance still constituted between 10 and 15 per cent of GDP, or about half of total foreign assistance (Bourdet and Falck, 2006).

---

[150] The Threshold 21 (T21) model is a scenario-analysis tool using the system dynamics (SD) method, already broadly used to analyse a variety of development issues (Saeed 1987; Arango 2007; Qureshi 2008). It provides a multidisciplinary framework for the analysis of development issues and of a dynamic analysis of migration and related human capital and financial flows. The model is widely used by governments and international agencies to create and test alternative development strategies and to complement budgetary models and other short or medium-term planning tools, providing a comprehensive and long-term perspective on development. For a full description of the model's structure, and to download T21 models customized to the specificities of various countries, please visit www.millennium-institute.org.

Emigration and remittances, in particular, deploy multiple and partially conflicting effects on a country's socioeconomic development:

- Remittances can help to boost domestic demand by increasing household incomes, and these may also facilitate access to education and health services and thereby improve a family's well-being and standing. The productive investment of remittances, such as in education, agriculture and land improvement, investment in housing and land, the creation of business ventures that ensure a family's economic needs while also generating further employment opportunities, also add to local economic growth and generate positive secondary affects by generating additional linkages between economic activities (Ronci, Castro et al. 2008). Remittances, therefore, can play an important role in promoting growth and development in recipient countries.

- Remittances can also bridge over subsistence gaps and loss of income caused by economic downturns, failed harvests or natural disasters.

- In some cases and depending on the size and exposure of the local economy to international trade, large inflows of remittances may affect the exchange rate of the local currency and, by raising the price of local exports, cause a country's terms of trade to deteriorate. However, as this effect depends on many other variables, as concerns Cape Verde such effects may be limited by changes in the orientation of official aid and domestic economic and trade policy.

- Despite their social and economic significance, emigration realities and policies do not occupy an important place in the country's Poverty Reduction and Growth Strategy Paper (Republic of Cape Verde, 2008).[151] This might be due to the fact that emigration has gradually declined over the last decades as a result of stricter migration rules applied in countries of destination so that the future development of emigration and especially of remittances is unclear (Ronci, Castro et al., 2008). On the other hand, this might be due to the difficulties in assessing the actual nature and extent of the contribution of migration to socio-economic development: migration is an inherently complex phenomenon, and must be analysed from a multidisciplinary perspective. That complexity may be seized and integrated in quantitative computer models with a view to generating coherent policies that harmonize migration with rapid endogenous development. However, the quantitative models on which development planning processes are based frequently either do not consider migration at all, or only as a variable tenuously related to development (Pedercini, 2003; Bahadur et al., 2005; Bussolo and Medvedev, 2007).

---

[151] Some attention in the PRSP is paid instead to the most recent phenomenon of irregular migration and the lack of sufficient reception facilities. The present analysis focuses on the historically more relevant phenomenon of emigration and return migration.

An exception is the Threshold 21 (T21) model[152] (Barney, 2002). The T21 model is widely used by governments and international agencies to create and test alternative development strategies and to complement budgetary models and other short or medium-term planning tools, providing a comprehensive and long-term perspective on development. In particular, T21 is often used to support policy analysis in the context of PRSP (e.g. in Mali), to assess the achievement of MDGs (e.g. in Ghana) or similar exercises by a number of countries.[153] Therefore, T21 is well suited for the study of migration flows and their implications in the context of development policies and planning.

The following section highlights the importance of considering migration-related issues in national development plans using the practical example of Cape Verde and illustrates the use of the T21-CapeVerde model for this purpose.

V.3.1 *A model for a Migration and Development analysis*

The T21 model was implemented as a policy tool in Cape Verde, to support the analysis of various development issues, as had been done in other countries.[154] The model's time horizon of 1990 to 2025 allows retrospective analyses as well as medium and long-term perspective studies. T21-CapeVerde integrates in a single framework the country's economic, social and environmental development aspects. Within such a framework, various migration-related phenomena are endogenously represented and alternative scenarios differing in strategies or external conditions – can be simulated and analysed. In what follows the most relevant assumptions of the T21-CapeVerde model regarding migration-related issues are discussed.[155]

To support a comprehensive analysis of migration dynamics and their development impacts,[156] the T21-CapeVerde model provides an endogenous representation of international migration flows. The model also represents the related accumulation and cross-border flows of human and financial capital. Such flows can have

---

[152] Pls. refer to ftn. 5 supra for a detailed explanation.

[153] For information and reports on the projects, please visit www.millennium-institute.org

[154] The analysis presented in this document is not part of those performed for the Government of Cape Verde at the time the model was being implemented (2004).

[155] For a description of the general assumptions underlying the T21 model, please visit www.millennium-institute.org

[156] The representation of migration in T21-CapeVerde combines theory and evidence from different fields. In the T21 model Lee's perspective is used as the initial framework of reference to investigate the migration flows (Lee 1966) and considers both pull and push factors (Dorigo and Tobler 1983), i.e. conditions in the country of origin and in the country of destination. However, the model does not explicitly consider distance as a factor affecting migration and therefore does not belong to the category of "gravity" models. Neither are push and pull factors considered as distinct, but as drivers of migration based on differentials in the conditions between the country of origin and of destination. This model is thus a disequilibrium model (Hunt 1993) and is not solved via optimization, but belongs to the broad category of simulation models (Sterman 1996).

desirable and undesirable effects on the country's accumulation of resources and significantly shift the country's development path. The T21-CapeVerde example may be viewed as well suited to represent the interaction between migration and development.

Specifically, the model assumes that emigration is negatively related to per capita GDP and positively to the population growth rate. It is also considered that emigration is slowed down by the level of control and restriction to immigration imposed by destination countries, which is assumed to grow at a fixed annual rate. Return migration is calculated assuming that only 25 per cent of emigrants eventually (after an average period of 20 years) return to Cape Verde. Migration is also considered to be most prevalent among the working age population. A specific component of the model has been developed to determine the number of migrants living abroad, distinguishing migrants by sex, age and generation.[157]

In T21-Cape Verde, remittances accrue to household incomes and support both household consumption and investments. This flow therefore affects the development path of the country in at least two ways: higher consumption leads to a better quality of life and access to basic services, such as education and healthcare; while higher investments lead to higher production capacity and higher income in the long run. The model also represents the human capital of migrants and its possible accretion along the migration itinerary, which represents another key driver of growth. To simulate developments in the period 1990-2008, emigrants and return migrants are assumed to have education and skills levels in line with the average for the country as a whole. However, alternative assumptions are introduced to represent different future scenarios.

This structure is not intended to provide an exhaustive representation of the migration phenomenon, but rather to capture its more fundamental causes and effects on development, so that the nexus between migration and development can be effectively analysed. This model can complement the existing development planning tools and facilitate the mainstreaming of the analysis of migration-related issues in the development agenda.

The next section describes the results form three *explorative* scenarios generated with the model (both retrospective and prospective) and provides some preliminary policy insights.

---

[157] Migrants are considered part of the active diaspora up to the fifth generation, and it is assumed that their socio-economic conditions and demographic characteristics tend to converge over time with those in the destination countries. Another assumption is that each generation of migrants contributes to remittances towards Cape Verde to different extents, the first generations being more attached to their country of origin and thus remitting more per migrant. The reference amount of remittance per migrant is exogenously determined, allowing the simulation of alternative scenarios with different assumptions.

V.3.2   *Explorative scenario analysis*

In order to analyse the development implications of migration and remittances in Cape Verde, T21-Cape Verde is used to develop, simulate and compare alternative *explorative* scenarios, differing in their assumptions and policies. Explorative scenarios are used to gain fundamental insights about the behaviour of the system analysed in different circumstances. Results from such scenarios can inform the development of more technical scenarios, in support of strategic planning documents such as PRSP or MDGs strategies.

The first scenario considered is the so-called "Base", or *business as usual*, scenario. It attempts to replicate policies and external conditions observed in the past, i.e. in the period 1990-2008, for the purpose of studying the extent to which the model is able to represent the migration-related dynamics in the country and the overall development trends. The "Base" scenario also extends into the future up to 2025, assuming no fundamental changes in policies and external conditions intervene. Projections obtained in this scenario are not intended as forecasts, but as indications of future development trends that can emerge if the current policies and external conditions are maintained.

Figure 1 presents the results for the "Base" scenario (red curves) compared to historical data (blue curves) for a set of key development indicators. The graph in the top-left corner portrays the development of the real (reference year 1995) per capita GDP at market prices (mp), which roughly doubled over the past 18 years. The model seems to capture well the observed trend for this variable,[158] and projects for the future a decreasing pc GDP growth rate (average growth rate of about 4%). Over the period 1990-2008, the total population (graph in the top-right corner) grew by roughly 40 per cent, and the simulation in this case also seems to accurately replicate the historical data.[159] The total population is projected to grow to roughly 630,000 by 2025. Overall, the last 18 years have been characterized by an increasing per capita income and decreasing population growth rate, trends which seem set to continue over the next two decades.

---

[158] Data from selected International Monetary Fund (IMF) Country Reports (No. 98/31, Apr. 98; No. 01/175, Oct. 01; No. 05/319, Sept. 05; No. 06/331, Sept. 06).

[159] Data from the United Nations Population Division - online database: http://esa.un.org/unpp/index.asp, visited on May 7, 2009.

Figure 1: Comparison between historical data (blue) and model results for the "Base" scenario (red).
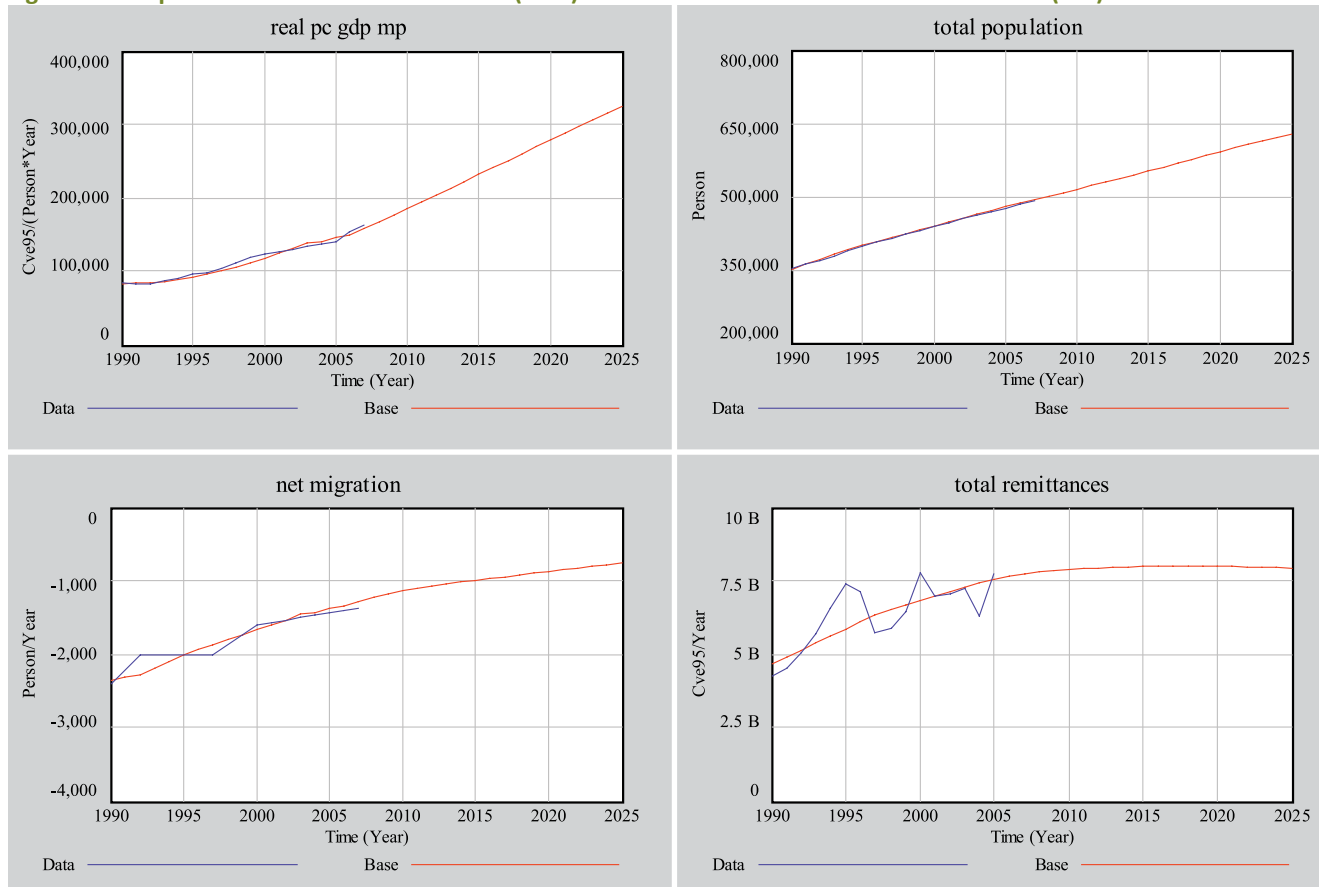
Source: Historical data: International Monetary Fund (real per capita GDP mp, total remittances); United Nations Population Division (total population); United Nations Population Division and Cape Verde's National Statistical Office (net migration). Simulation results: T21-Cape Verde.

Given the socio-economic context described above, net migration has shown a general tendency to decrease in absolute terms.[160] The graph in the bottom-left corner of Figure 1 presents the model results and historical data for net migration.[161] The model captures well the overall trend in net migration, which decreased from about -2,400 persons per year in 1990 to about -1,350 in 2007. Due to the expected increase in per capita GDP and a slower population growth rate, as well as stricter border controls in destination countries, the model projects a further reduction in net migration over the next two decades of about -750 by 2025. The actual size of the diaspora, currently estimated at around 500,000 (Carling, 2004), is set to grow at a decreasing rate over the next decades. In particular, the number of first-generation migrants, who contribute most actively to growth and development in Cape Verde, are projected to peak in 2015, and gradually decrease thereafter.

Remittances (graph in the bottom-right corner of Figure 1) have been growing by roughly 50 per cent in real terms since 1990, although at a decreasing rate, and the model replicates well the observed trend.[162] Under the assumption that the amount of remittances sent per migrant in real terms will stabilize around current levels, remittances are projected to grow at a slower rate over the next decade and eventually to decrease slightly in the long run. This is primarily due to the expected decrease in the number of first-generation migrants. Our projections for the "Base" scenario indicate therefore a decreasing role of the diaspora in supporting development in Cape Verde through remittances.

In summary, over the last 18 years, Cape Verde went through a phenomenal development process, characterized by a nearly twofold increase in income per capita, and rapidly increasing life expectancy and literacy rates. Remittances, which in 1990 accounted for about 16 per cent of GDP, clearly played a role in supporting the country's development: they allowed of a substantially larger investment in physical and human capital than would have been possible otherwise. Yet, how critical were remittances for the country's development since 1990? No firm estimates can be made of how the country would have developed over the last 18 years without the contribution from remittances: in addition to statistical uncertainty in key parameters, it is difficult to assume the development strategies which would have been pursued had remittances not been available.

---

[160] Net migration refers to the definition of the UN Population Division: "Net number of migrants, that is, the number of immigrants minus the number of emigrants." In this case, net migration is negative, so a "reduction in absolute terms" means a reduction in absolute value of the flow volume (i.e. the flow approaches zero); while a "reduction" could also be interpreted as net migration decreasing further in the negative domain (i.e. moving further away from zero).

[161] The data series in blue is obtained by combining data from the United Nations Population Division (covering the period 1990-1999) and from Cape Verde's National Statistical Office (INE) online databases (covering the period 2000-2008) (www.ine.cv, accessed on May 7, 2009). Data present some strong fluctuations that the model does not replicate, particularly for the early years.

[162] Based on data by the IMF, see ftn. 13, supra for details.

Still, to have an idea of the order of magnitude of the contribution of remittances to Cape Verde's development, a retrospective scenario is being undertaken, viz. a resimulation of the period 1990-2008 – assuming that the remittance flows ceased at the beginning of the nineties.

Results for this new scenario, called "Past-NoRemittances", are presented in Figure 2 (red curve) and compared with the results from our "Base" scenario (blue curve). The left-hand graph in Figure 2 displays results for the real per capita GDP, which grows at a consistently slower rate in the "Past-NoRemittances" scenario than in the "Base" scenario. By 2008 real per capita GDP in the new scenario is only about 60 per cent of what it actually is today. Not only does income grow more slowly in this scenario, but access to proper nutrition and to essential social services, such as education and healthcare, normally partially financed by remittances, is lower. This determines a slower accumulation of physical and human capital, thus locking the country in a poverty trap. The Human Development Index (HDI), a composite index of income, education and life expectancy, performs much worse in this scenario, leading to a value of 66 per cent in 2008 (similar to that of Namibia), about seven percentage points lower than it actually is.

Figure 2: Comparison between the "Base" scenario (blue) and the "Past-NoRemittances" scenario (red).
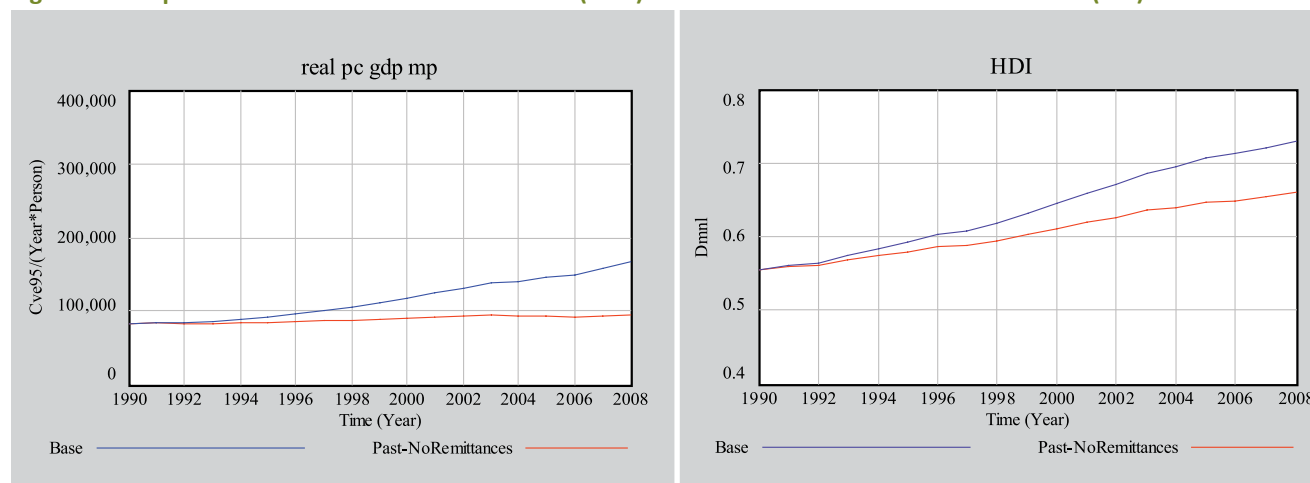
Source: T21 simulation results.

The retrospective analysis indicates that remittances played a substantial role in fuelling development in Cape Verde, which would otherwise not be the same country that we know today. The current trends for remittances presented in Figure 1 highlight a possible decrease in such flows over the next two decades, which might raise concerns about the growth potential for the country in the years to come. In reality, our projection

for per capita GDP in Figure 1 indicates a continuous growth at a notable, albeit decreasing rate. This is because today Cape Verde's economy is much less dependent on remittances than it was in 1990: remittances currently account for a considerably smaller share of GDP (roughly 9%) than in the nineties. The country has benefitted from this period of fast growth and accumulated a substantial amount of physical and human capital, which will support further endogenous growth without heavily relying on remittances.

Nevertheless, remittances-related public policies can still have an important role in shaping the future of the country. The third and prospective scenario is based on the assumption that the government promotes a new wave of transnational support (TNS), encouraging remittances and investment in Cape Verdian companies, as well as providing incentives for the return of skilled labour. To some extent, the government is already implementing policies of this kind, and facilitating the creation of businesses in the country or investing in existing ones, but in our simulation such efforts are more extensive. In particular, it is assumed that remittances per migrant increase by about 25 per cent over the next two decades, and that an additional 25 per cent of those remittances will be invested in local companies. In addition, a roughly double amount of return migration of skilled labour is assumed.

Results from this third scenario, called "Future-TNS", are presented in Figure 3. The real per capita GDP (graph on the left) increases in this scenario at a slightly faster rate, reaching in 2025 a level about 7.5 per cent higher than in the "Base" scenario. Such positive development is due not only to the larger investment in physical capital observed in this scenario, but also to the faster accumulation of human capital owing to the more rapid return of skilled labour. The rapid accumulation of human capital is well illustrated by the graph on the right of Figure 3: the proportion of adults with secondary education – a proxy for the level of skills of the labour force – is about 7.5 per cent higher in the third scenario than in the "Base" scenario. Such potential gains are very significant for a country that has already achieved notable progress in terms of socio-economic development and they can make a difference between living in poverty and affording a decent living for thousands.

Figure 3: Comparison between the "Base" scenario (blue) and the "Future-TNS" scenario (red).
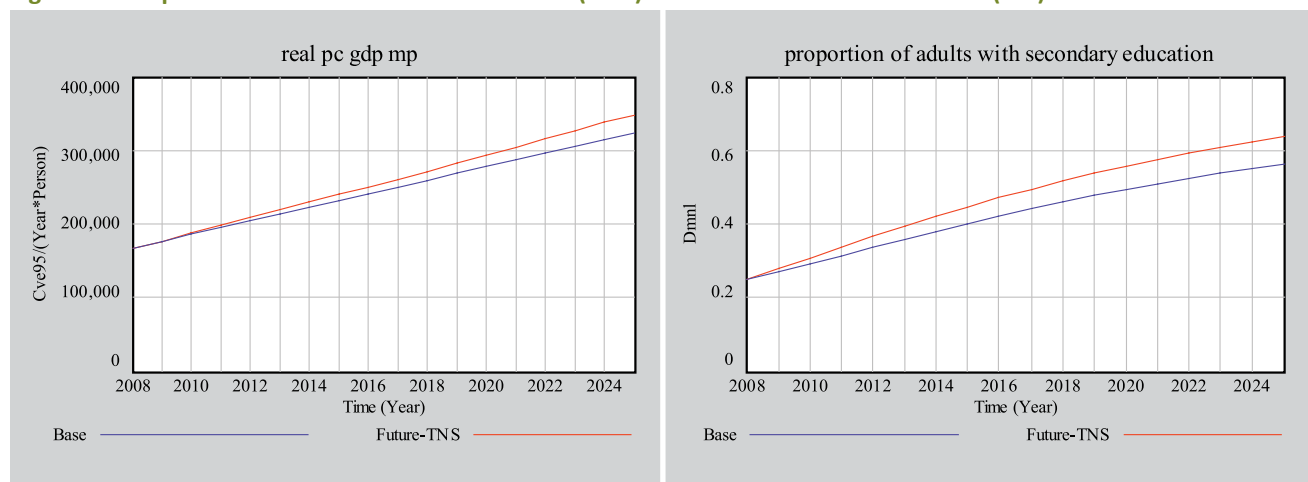
Source: T21 simulation results.

The analysis of explorative scenarios described in this section illustrates the crucial role played by remittances in the development of Cape Verde in the past. The current trends suggest that the flow of remittances, which already represents a rapidly decreasing share of GDP, might stabilize over the next decade and even slightly contract thereafter. This is not expected to fundamentally slow down growth in the economy, which today is supported by high levels of human and physical capital, and is therefore less dependent on remittances than in the past. At the same time, remittances and the return of skilled labour can still play an important role in the socio-economic development of the country, and policies facilitating such flows and their efficient use can help to bring about a better quality of life for many.

Conclusions

The formulation and implementation of effective policies and projects in the poverty reduction/development and migration sphere can influence a country's progress towards achieving its socio-economic goals. By mainstreaming migration into the development agenda, a government may be better placed to understand the implications of such a phenomenon; to institutionalize the relationship between migration and development; and to formulate related strategies that enhance the positive and alleviate the negative effects.

As of today, very few countries have introduced migration in their development strategies. In the coming years, developing countries will have to develop creative approaches to align migration-related programmes

Operationalizing Migration for Development Across Regions

and projects in ways best suited to their needs. In this endeavour, they can benefit from past experiences and lessons learnt in migration and development projects, such as MIDA diaspora projects in various regions of the world. Developing countries can extrapolate from their results which migration-related projects have the potential to become a development tool on a broader scale, or which would bring more added value if aligned in a targeted manner to national development goals and priorities.

Another policy instrument to address the often limited availability of adequate tools for an integrated analysis of migration-related issues and policies is the T21 model. The preceding section described how a computer-based simulation model such as the T21 model can be used to support the identification of coherent policies that harmonize migration with rapidly evolving development. Results from explorative scenario analyses, such as the ones described above, can support the development of a series of more technical scenarios and thus provide important decision support regarding the development of strategic documents, such as PRSPs.

The results of the analysis support the findings that remittances have been very important for the development in Cape Verde in the past. In the future, the role of remittances will be significantly lower. Nevertheless, policies facilitating remittances and the return of skilled labour remain important in order to increase the quality of life for many. Today, many developing countries are in the same situation as Cape Verde at the beginning of the nineties. How these countries facilitate migration and remittances through adequate policies will make a noticeable difference in the impact of migration on their socio-economic development. Proper technical tools, such as T21, are becoming available to support policymaking in this area.[163]

---

[163] T21 models for several countries exist and can be used to support the type of analysis illustrated in this section. After a period of training, country specialists can independently run and analyse alternative scenarios. For countries where a T21 model has not yet been developed, the model can generally be customized and applied within a year, including fundamental capacity building. For more information, please contact the Millennium Institute (ao@millennium-institute.org).

Operationalizing Migration for Development Across Regions

Bibliography

Arango, S.
2007   "Simulation of alternative regulations in the Colombian electricity markets", *Socio-Economic Planning Sciences*, 41(4): 305-319.

Barney, G. O.
2002   "The Global 2000 report to the President and the Threshold 21 model: Influences of Dana Meadows and system dynamics", *System Dynamics Review*, 18(2): 123-136.

Birdsall, N.
1988   "Economic Approaches to Population Growth", *Handbook of Development Economics*, T. N. S. H. Chenery, Elsevier Science Publishers B.V., Amsterdam, 1: 478-542.

Bourdet, Y. and H. Falck
2003   Emigrants' remittances and Dutch disease. Lund & Kristianstad, Department of Economics Lund University & Kristianstad Business School.

Calderón, C. and L. Servén
2004   "The Effects of Infrastructure Development on Growth and Income Distribution", *World Bank Working Paper*. World Bank, Washington D.C.

Carling, J.
2001   Aspiration and ability in international migration: Cape Verdean experiences of mobility and immobility, Center for Development and the Environment, Oslo, University of Oslo, PhD thesis.

Carling, J.
2004   "Emigration, return and development in Cape Verde: The impact of closing borders", *Population, Space and Place*, 10(2): 113-132.

Chamon, M.
2005   "The importance and determinants of international remittances to Samoa. Samoa: Selected issues and statistical appendix", *IMF Country Report*, International Monetary Fund (IMF), Washington, D.C.

Coale, A. J. and P. Demeny
1983   *Regional Model Life Tables and Stable Population*, Academic Press, New York.

Cobb, C. W. and P. H. Douglas
1928   "A Theory of Production", *The American Economic Review*, 18(1): 139-165.

Dorigo, G. and W. Tobler
1983   "Push Pull Migration Laws", *Annals of the Association of American Geographers,* 73(1): 1-17.

Energy Information Administration (EIA)
2008   Fedstats, EIA, Washington, D.C, <www.fedstats.gov>.

Essama-Nssah, B.
2005   "The Poverty and Distributional Impact of Macroeconomic Shocks and Policies: A Review of Modeling Approaches", *World Bank Policy Research Working Paper*, World Bank, Washington D.C.

Food and Agriculture Organization (FAO)
2008   AQUASTAT, Food and Agriculture Organization of the United Nations, Rome.

Forrester, J. W.
1961   *Industrial Dynamics*, Productivity Press, Cambridge, MA.

Government of Sierra Leone
2005   A National Programme for Food Security, Job Creation and Good Governance (2005-2007, Poverty Reduction Strategy Paper, March, available at <http://siteresources.worldbank.org/INTPRS1/Resources/Sierra-Leone_PRSP(March-2005).doc>.

Größler, A., F. H. Maier, et al.
2000   «Enhancing Learning Capabilities by Providing Transparency in Business Simulators», *Simulation & Gaming*, 31(2): 257-278.

Gupta, P.
2005   "Macroeconomic determinants of remittances: Evidence from India", *IMF Working Paper*, IMF, Washington, D.C.

Hunt, G. L.
1993   "Equilibrium and Disequilibrium in Migration Modelling", *Regional Studies*, 27(4): 341-349.

Operationalizing Migration for Development Across Regions

International Monetary Fund (IMF)
   2001   *Government Financial Statistics Manual 2001*, IMF, Washington D.C.

International Organization for Migration (IOM)
   2008   Programme de mobilisation des ressources de la communauté burundaise, congolaise et rwandaise de l'exterieur pour le developpement des pays des grands lacs, Programme MIDA Grands Lacs IV, Project document, IOM, Brussels.

Jul-Larsen, E., B. Kassibo, et al.
   2006   "Socio-Economic Effects of Gold Mining in Mali: A Study of the Sadiola and Morila Mining Operations", *CMI Report*, Chr. Michelsen Institute.

Lee, E. S.
   1966   "A Theory of Migration", *Demography,* 3(1): 47-57.

Löfgren, H., R. L. Harris, et al.
   2002   A Standard Computable General Equilibrium (CGE) Model in GAMS, Microcomputers in Policy Research 5, International Food Policy Research Institute, Washington D.C.

Monfreda, C., M. Wackernagel, et al.
   2004   "Establishing national natural capital accounts based on detailed Ecological Footprint and biological capacity assessments", *Land Use Policy*, 21: 231-246.

Qu, W. and G. O. Barney
   2002   *A Model for Evaluating the Policy Impact on Poverty*, Proceedings of the 20th International Conference of the System Dynamics Society, The System Dynamics Society, Palermo, Italy.

Qureshi, M. A.
   2008   "Challenging Trickle-down Approach: Modelling and Simulation of Public Expenditure and Human Development - The Case of Pakistan", *International Journal of Social Economics,* 35(4): 269-282.

Republic of Burundi
   2006   Poverty Reduction Strategy Paper (PRSP), September, Ministry of Finance, <http://siteresources. worldbank.org/INTPRS1/Resources/Burundi_PRSP(Sept-2006).pdf>.

Republic of Cape Verde
   2008   Cape Verde: Poverty Reduction and Growth Strategy Paper - II, *IMF Country Reports*, IMF, Washington, D.C.

République Démocratique du Congo
  2006   Paix- Justice – Travail. Document de la Stratégie de Croissance et de Réduction de la Pauvreté (DSCRP), juillet, <http://siteresources.worldbank.org/INTPRS1/Resources/Demrepofcongo_PRSP(Sept2007).pdf>.

Republic of Ghana
  2005   Growth and Poverty Reduction Strategy (GPRS II) (2006-2009), November, National Development Planning Commission, Accra, <http://siteresources.worldbank.org/INTPRS1/Resources/GhanaCostingofGPRS_2(Nov-2005).pdf>.

Republic of Rwanda
  2007   Economic Development and Poverty Reduction Strategy, 2008 – 2012, September, Ministry of Finance and Economic Planning, <http://siteresources.worldbank.org/INTPRS1/Resources/Rawanda_PRSP(March-2008).pdf>.

Republic of Senegal
  2006   One people – One goal – One faith. Poverty Reduction Strategy Paper (PRSP) II, September, <http://siteresources.worldbank.org/INTPRS1/Resources/Senegal-PRSP(Sept2007).pdf>.

Richardson, G. P. and A. L. Pugh
  1981   *Introduction to System Dynamics Modelling with Dynamo*, Productivity Press, Cambridge, MA.

Rodgers, G. B.
  1979   "Income and Inequality as Determinants of Mortality: An International Cross-Section Analysis", *Population Studies,* 33(2): 343-351.

Robinson, S., A. Yunez-Naude, et al.
  1999   «From stylized to applied models: Building multisector CGE models for policy analysis», *The North American Journal of Economics and Finance,* 10(1): 5-38.

Ronci, M., E. Castro, et al.
  2008   "Cape Verde: Selected issues", *IMF Country Report*, IMF, Washington, D.C.

Sacerdoti, E., S. Brunschwig, et al.
  1998   «The Impact of Human Capital on Growth: Evidence from West Africa», *IMF Working Paper*, IMF, Washington D.C.

Saeed, K.
   1987   "A Re-evaluation of the Effort to Alleviate Poverty and Hunger,", *Socio Economic Planning Sciences,* 21(5): 291-304.

Sterman, J. D.
   1996   "A Skeptic's Guide to Computer Models", Modelling for Management, G. P. Richardson, Dartmouth Publishing Company, Aldershot, UK. 1**:** 3-23.

Interviews/verbal and written communication

- **Ansart, Géraldine**, Project Assistant, MIDA Great Lakes Programme, IOM Brussels, 23 February 2009.

CHAPTER VI

Observations and Recommendations[164]

The implementation experience

The MIDA strategy - outcome of an initiative of African countries and their diasporas - aims to strengthen Africa's institutional capacities through the involvement and mobilization of resources of the continent's large diaspora. Launched in 2001 as a demand-driven institutional capacity-building programme to facilitate the transfer of vital skills and resources from the diaspora to their countries of origin, MIDA has evolved into a comprehensive guiding framework for migration and development in Africa.

As was observed in earlier sections of this study, the objective of the MIDA framework is to assist governments to realize their development goals through the creation and strengthening of sustainable links between expatriate and diaspora communities, on the one hand, and their countries of origin, on the other. MIDA seeks to identify and offer approaches compatible with the desire of migrants and diasporas to contribute to the development of their countries of origin without jeopardizing their legal status abroad. With the support and involvement of its stakeholders, the MIDA framework has over the past eight years been translated into various operational projects that respond to identified priorities in the countries of origin.

The experience of implementing MIDA projects and MIDA-type initiatives in other regions demonstrates the potentially positive impact of migration on economic and social development, a finding also supported by independent evaluations. A broader understanding of the development potential of diasporas going beyond financial remittances is crucial to more fully inform the discussion on the reciprocal implications of migration and development. Several of the initiatives based on the MIDA framework have been a step in this direction.

Despite studies as the present one, documenting the experience and outcomes of implementing MIDA, MIDA-type and RQN programmes, further reflection and analysis of the potential to adapt and replicate such programmes in accordance with prevailing conditions and needs in different developing countries across regions are needed.

---

[164] This chapter was written by Gervais Appave, Ndioro Ndiaye, Meera Sethi, Maureen Achieng and Susanne Melde.

The following observations and recommendations build on the experience gained from MIDA and MIDA-type projects to encourage and facilitate the transfer of human, financial, entrepreneurial and technological capital from diaspora and migrant communities to their countries of origin.

VI.1   Main findings

The experience of implementing MIDA in Africa, as well as MIDA-type initiatives in other regions accumulated over the past eight years, reveals certain clear and recurrent themes, the most salient of which are listed below:

Linkage to existing development frameworks: Only a small number of initiatives in the field of migration for development have so far been integrated into ongoing national and regional capacity-building efforts. An important lesson learnt from the MIDA experience is the need for coherence among poverty alleviation and other national and regional development policies and plans - including PRSPs, the MDGs and various country and employment strategies to ensure successful outcomes.

Broader definition of diaspora engagement: While it is increasingly and more widely understood that the contributions made by members of the diaspora and migrant communities to the development of their countries of origin go beyond the transfer of financial assets to include all manners of social, political and economic contributions (GFMD, 2008; 2009), it is not always taken sufficient account of and merits continued emphasis.

Pre-implementation assessments: MIDA is a demand-driven programme, and the timely and correct assessment of the needs and priorities in countries of origin is indispensable if subsequent project implementation is in fact to address the weaknesses frustrating development plans. Assessments are to be based on reliable baseline data and up-to-date information on the main development sectors and necessary skills and know-how not locally available, as well as a long-term development perspective.

Diaspora mapping: An effective diaspora mapping exercise should go beyond established associations and diaspora groups and include individuals that may not be members of organized entities, and also seek to gain a clear understanding of the legal and social status of the diaspora groups concerned. A bottom-up approach that includes focus group discussions and qualitative interviews has proven effective.

Role of diasporas and migrants: Members of the diaspora and migrant communities are to be solicited and engaged as key actors and partners in development, and not merely perceived as a development resource, if their potential as agents of development is to be maximized. The MIDA experience has demonstrated the need to foster a participatory approach to diaspora and migrant involvement in the conceptualization of MIDA

and similar projects if bridges and trust are to be built and maintained. This can be achieved, inter alia, through institutionalized dialogue among diaspora members, migrants and representatives of countries of destination and of origin, respectively.

National ownership: The MIDA experience serves to underline the importance of national ownership from the design stage through to the stages of discussion and integration into national development policies. Projects therefore ought to address the priority needs identified in the national strategy plan for a sustainable impact.

Specificity: The particular conditions obtaining in local, national and regional contexts where MIDA or MIDA-type projects are to be realized may present challenges as well as opportunities for successful implementation and have to be taken due account of.

Mainstreaming gender: Similarly to other development initiatives, gender issues will influence the initial, intermediary and final stages of project planning and implementation, and affect outcomes in the various social and geographical settings. Gender dimensions are, therefore, an important aspect in the project design of MIDA and similar initiatives and call for due consideration if they are to benefit the local population as a whole and realize their full development potential.

Multi-stakeholder approach: Good working relationships among key stakeholders are decisive for the successful realization of any development initiative, and this is true also in regard to MIDA initiatives as the successful partnerships across sectors and regions have demonstrated.

Sustainability: Programme activities should be integrated into functioning structures and existing budgets to achieve sustainable results. Particular attention to such aspects as the maintenance of databases, outreach activities, follow-up systems and the transfer of technology[165] is called for.

---

[165] In the health sector, in particular, the transfer of knowledge needs to be accompanied by the transfer of equipment and supplies. However, due to infrastructure constraints, such as unreliable and unstable electrical power supplies and the lack of spare parts, innovative solutions are needed in the field of health engineering and technology. (Based on information obtained from Anita Davies, IOM Geneva, 14 January 2009.)

VI.2   Recommendations for policy makers and practitioners

The scope of this subject continues to grow and to acquire greater importance for an increasing number of countries and regions. In that regard, the MIDA experience offers **five** important recommendations to guide practitioners and policy makers concerned as they continue to initiate actions and formulate policy in this increasingly relevant area of work.

1. **Comprehensive human resources planning and development**
   The repercussions and ramifications of emerging challenges, such as economic downturns, climate change and the human mobility this may induce, put pressure on governments and relevant decisionmakers to pursue a proactive approach as they initiate and/or review development strategies and should include a human resource strategy to effectively realize their development objectives.

2. **Higher education as a supporting pillar of development**
   To enhance the quality and availability of university courses and other academic and professional training, and develop the necessary professional and technical skills base, the support of professional and academic expatriates, either on a virtual basis or through temporary returns to their country, can help to introduce and sustain durable solutions to manpower shortages.

3. **Supportive national policies**
   Policy environments in countries of origin as well as of destination that acknowledge and are responsive to the potentially positive contribution to be made by migration to home country development would facilitate the acquisition by migrants of needed skills and harness the available resources of diaspora and migrant communities to assist the development process in the country of origin. Where possible, therefore, available diaspora contributions should be factored into appropriate development policies and processes and their coherence across different sectors at national and regional levels ensured.[166]

4. **Facilitation of South-South linkages**
   Though South-South cooperation is not new, its growing volume and diversification in terms of geographical spread and contents are a powerful support and vector for human resource development, the transfer

---

[166] Please refer to the analytical model by the Millennium Institute in chapter VI.3 and the Handbook on Mainstreaming Migration into PRSPs, currently being prepared by ILO, IOM, UNDP and UNICEF, for an illustration of that point.

of skills and the exchange of experiences and information concerning migration and migration-and-development issues and the challenges confronting countries of the South.

5. Project impact indicators

There is a clear dearth of impact indicators in the migration field. For an efficient assessment of the impact of a MIDA or a similar project, impact indicators need to be developed at the micro, meso, and macro level to measure the changes induced by a project, how to improve the outcome of a project and evaluate the added value provided.

The largely positive experiences gained from MIDA programmes in Africa, and RQN initiatives undertaken in Asia, Europe and Africa validate the underlying rationale and the particular approach pursued, and support their extension and the replication of confirmed good practices to other contexts. Thus, the novel orientation of the MIDA approach may be expanded to other regions, such as the Asia-Pacific Region, Latin America and the Caribbean.

The experiences gained and lessons learnt provide a useful tool for different stakeholders at national, regional and international levels to encourage and facilitate improved and informed strategic programme planning across regions in the field of migration for development.

Operationalizing Migration for Development Across Regions

Bibliography

Global Forum on Migration and Development (GFMD)
    2008   Report of the first meeting of the Global Forum on Migration and Development, Belgium, 9-11 July 2007, Bruylant, Brussels, <http://www.gfmd-fmmd.org/en/system/files/2080096_FORMON_UK_BAT.pdf>.

    2009   Report of the Proceedings, Second Meeting of the GFMD (Manila) 27-30 October 2008, Protecting and Empowering Migrants for Development, <http://government.gfmd2008.org/component/option,com_docman/Itemid,45/task,cat_view/gid,58/limit,20/limitstart,0/order,date/dir,ASC/>.

Interviews/verbal and written communication

- **Anita Alero Davies**, Public Health Specialist, Migration Health Department, IOM Geneva, 14 January 2009.

ANNEX

Annex I: Senegal, the Poverty Reduction Strategy and the diaspora

Senegal has included migration and the contribution by its diaspora members in the following sections of the PRSP of September 2006 (emphasis added):

2.4.2. Insufficient and unequal access to basic social services
Health and poverty

57. **Senegal has one of the lowest HIV prevalence rates** in Sub-Saharan Africa, with estimated figures of 0.7 per cent among the general population, 0.9 per cent among women, and 0.4 per cent among men, according to the most recent DHS IV survey. Although this reflects the effectiveness of policies implemented by the country to fight against the pandemic, it also reveals the feminization of the epidemic. Despite these results, around 75,000 adults and 5,000 children are infected with HIV/AIDS (CNLS 2004), which poses a serious threat. Prevalence rates also vary across regions, rising from 0.6 per cent in Dakar, to 2 per cent, 0.4 per cent, and 2.2 per cent in Kolda, Tambacounda, and Ziguinchor, respectively. *Risk factors include* work and *seasonal migration by men* and the conflicts in the Casamance region, as well as the economic and power relations that exist between the genders. Other factors increase vulnerability to HIV, including proximity to major industrial hubs, tourist centers, travel intersections, religious centers, or urban peri-urban-rural interfaces. (Republic of Senegal, 2006, p. 19)

2.6 Constraints on the effectiveness of pro-poor public policy
2.6.2. Sociocultural environment and poverty

82. In Senegal this social capital has a very important role in social cohesion around a collection of cultural and religious norms and beliefs. It also is involved in the emergence of religious and village development associations that form a vast network of mutual assistance. It is worth stressing that the informal sector and *emigration (whose contribution to growth needs no further demonstration) are firmly based on this social capital, anchored in strong values of solidarity and sharing.* (Republic of Senegal, 2006, p. 23)

3. STRATEGIC VISION AND TARGETS

88.   By 2015 the demographic change process initiated over recent years should result in a demographic growth rate that is consistent with the goals of faster economic growth and improvements in people's living standards. Life expectancy at birth should increase as a result of progress in the areas of individual and public hygiene, nutrition, behavioral changes, and an expansion of the supply of (better quality) health services. The consequent investments in education, training, job creation, and reproductive health among young people should make it possible to improve the quality of human capital, thereby making Senegalese youth a key asset for relaunching economic growth and attaining development goals. Demographic trends show that most Senegalese men and women will be living in urban and periurban zones by 2015. Imbalances in the spatial distribution of population that exist between Dakar and secondary towns will need to be reduced in the light of rural exodus and urban growth patterns. Secondary towns will thus become genuine hubs of economic development, cultural centers with quality living conditions and services catering to most of the urban population and stimulating polarized rural economies. *More suitable education, training, and employment, should also make it possible to upgrade human resources as a means to the socioeconomic advancement of young people, and thus discourage emigration and exodus driven by despair, by guaranteeing full participation by younger population groups in the development processes of their native lands.* (Republic of Senegal, 2006, p. 24)

4.1.5. Support measures
4.1.5.5. Managing and promoting Senegalese expatriates

201.   Senegal has a very sizeable colony of persons residing outside the country and playing an important role by making financial transfers and private and collective investments, thereby contributing to the fight against hunger, access to social services, and the fight against poverty within the country. The Senegalese Expatriate Ministry estimates that more than two million (2,000,000) Senegalese are living abroad*. Their financial transfers via official channels are calculated at more than CFAF 300 billion yearly, representing from 15 to 65 per cent of the migrant's income and from 30 to 80 per cent of the household budgets of families remaining in country, depending on the area. However, Senegal continues to take limited advantage of the resources and potential of this diaspora, owing to multiple constraints, including: (i) lack of accurate knowledge regarding the socio-geographic, socioprofessional and socioeconomic characteristics of the diaspora; (ii) lack of organization both on the part of Senegal's authorities and on the part of the migrants, except for efforts made by expatriate associations and members of fraternities in the host countries; (iii) lack of information on the part of Senegalese living abroad regarding business organizations, procedures and opportunities.

202. With a view to lifting these constraints and involving expatriate Senegalese in socioeconomic development, the following priority objectives will be pursued: (i) put in place a high-performance system to manage and track the Senegalese population living abroad; (ii) establish a policy of involving expatriate Senegalese in development efforts. To those ends, the government will draw up a sectoral policy letter and programs concerned with: (i) information on profitable niche markets, housing, financing possibilities, etc.; (ii) training, support, assistance and follow-up; and (iii) social security. (Republic of Senegal, 2006, p. 45-46)

   *IOM statistics (World Migration Report IOM/UN 2000) estimate the number of Senegalese living abroad at 409,701. This figure seems low, omitting as it does several of Senegal's neighbouring countries (i.e. Mauritania, Gambia).

4.4.4. Development of secondary hubs

280. Senegal's urbanization rate is 41.5 per cent, with over half of all city dwellers (54%) living in the Dakar urban area. This heavy concentration of the population is explained by the persistence of migration toward the capital, where six out of ten migrants live. Indeed, of Dakar's 2,333,420 residents, 877,330, or 37.6 per cent, moved there less than one year earlier (ESAM 2). However, contrary to the preconceived notion, it is not rural-urban migration that is driving up the population of the national capital, but rather migration from other urban areas, from the communes in the interior. Finally, the 1-2-3 Survey36 showed that the Senegalese capital is characterized by a sizable share of migration known as "permanent migration," which affects men more than women. As a consequence, more than one Dakar resident out of four was born outside the urban area. Among these migrants, almost six out of ten come from a regional capital, a departmental administrative center, or another commune, while one out of ten migrated from abroad. Only three "permanent" migrants out of ten come from rural areas. According to the same source, the most frequently cited reasons for migration are: (i) the desire to bring families back together; (ii) seeking employment; and (iii) the pursuit of education and training. These reasons to migrate are explained by the job and training opportunities in Dakar by comparison with the secondary cities, which do not have the infrastructures necessary to offer quality services and attractive living conditions. In fact, the western third of the country, and the Dakar-Thiès corridor in particular, continues to account for the bulk of the key production assets and factors for the social and economic development of the people. In 1997, this corridor absorbed 89 per cent of investment and accounted for 81.4 per cent of private sector jobs. The constraints experienced by the other cities are characterized by their low degree of urbanization and visible shortage of urban economic activities. This is compounded by the problems of decent housing and the environment, which make for living conditions that do not meet the requirements of a functional city, from a spatial standpoint, or a modern city, in terms of its urban development. (Republic of Senegal, 2006, p. 58-59)

6.2. Annex 2: Matrix of measures (2006-2010)

PILLAR 1: WEALTH CREATION

Associated measures Group/Area/Sector	Objectives/Strategies	Priority actions
Developing the Senegalese diaspora	65. Introduce an effective system for managing and tracking the Senegalese population residing abroad.	268. Public awareness and information campaigns on the risks of clandestine emigration to civil status (regularization of civil status, treatment of data from diplomatic and consular missions). 269. Social assistance and repatriation of Senegalese residing abroad in the event of distress. 270. Introduction of an information portal on the Senegalese residing abroad.
	66. Build on a policy of involving the expatriate Senegalese in development efforts.	271. Capacity building for the staff and associations of Senegalese residing abroad. 272. Development and implementation of a strategy for involving Senegalese residing abroad in development efforts.

Annex II: Annotated list of MIDA and similar IOM projects implemented since 2000

Region	Project Name	IOM Project Management Site	Project Summary	Start Date	End date
MIDA					
AFRICA					
Benin					
Sub-Saharan Africa	MIDA Benin: Pilot project- Mobilization of the Beninese Diaspora and identification of scientific and technical needs of Benin.	Dakar	The aim of this project is to set up a website on the planned activities, a database on Beninese Diaspora abroad and a list of scientific and technical needs of Benin. This project represents, firstly, an initiative to identify needs for scientific and technical expertise and, secondly, a framework for the mobilization of Beninese migrants in the development of their origin countries.	01/Nov/2004	31/Jul/2008
Burkina Faso					
Sub-Saharan Africa	MIDA Burkina Faso: Pilot project - Mobilization of the Burkinabe Diaspora and Identification of Priority Needs in Burkina Faso	Dakar	The pilot project, as part of the framework of the MIDA programme, represents a preliminary step for the implementation of this programme and aims to strengthen the relationship between migrant and their countries of origin. The project aims to establish a database on Burkinabe Diaspora in the target countries, a list of the priority needs of Burkina Faso and an operational website for the exchange and compilation of relevant information.	01/Jul/2005	31/Dec/2005
Canary Islands					
Sub-Saharan Africa	MIDA Canary Islands: Feasibility Study with the Objective of Mobilizing the Senegalese Diaspora Outside their Origin Country and Their Host Communities in Spain	Madrid	The project, as part of the MIDA strategy, aims to contribute to the social and economic development of Senegal through better knowledge of the profile and intentions of the Senegalese migrants and their host and origin communities in Spain. A study of interests and investment possibilities has been carried out in the Canary Islands and a second study has been undertaken in Senegal to explore local priorities and potential sectors. Based on these studies, a strategic project implementation approach has been devised and two projects have been chosen to boost the development, investment and job creation in Senegal, whose initiators received a start grant and project creation training and support in their origin country.	01/Dec/2008	30/Jun/2009

Cape Verde					
Sub-Saharan Africa	DIAS de Cabo Verde - Diaspora for Development of Cape Verde	Lisbon	The aim of the project is to strengthen the capacity and the competencies of the professionals working in key development sectors in Cape Verde; to promote the role of the diaspora organizations in Portugal, Italy and The Netherlands to act as development agents; to contribute to the establishment of a communication network between diaspora members and institutional entities in Cape Verde as well as in the involved host countries; and to improve the capacity of the Government of Cape Verde, and of the Institute of Communities in particular, to assess professional needs, disseminate information and manage migration for development projects.	03/ Dec/2007	02/ Dec/2009
Ethiopia					
Sub-Saharan Africa	MIDEth: Migration for Development in Ethiopia	Addis Ababa	The objective of the MIDEth programme is to contribute to strengthening the institutional capacities of the government for facilitating the return of Ethiopian professionals to address acute human resources constraints in the country. The project institutionalizes a system for mobilization and utilization of relevant human, financial and other resources of the Ethiopian diaspora and other suitably qualified Professionals. A particular focus is placed on the health sector human resource constraints, especially medical professionals.	18/ Oct/2007	30/ Sep/2011
Ghana					
Sub-Saharan Africa	MIDA Ghana: Options for a Ghanian Diaspora Involvement from the Netherlands in Mitigating Brain-Drain in the Health Sector in Ghana	The Hague	This project intended to investigate in what way the Ghanaian Diaspora in the Netherlands can be involved in this effort. The survey focused on the potential as well as the scale of interest and options for creative engagement of the Ghanaian Diaspora that resides in the Netherlands. The result of this project consisted of a concrete project proposal on Diaspora involvement in the context of human resource development in the health sector.	01/ Nov/2002	31/ Dec/2003
Sub-Saharan Africa	MIDA Ghana Health II: Migration For Development In Africa - A Brain Gain Initiative for the Health Sector in Ghana involving Ghanaians from the Netherlands and other European Countries	The Hague	The project foresaw that Ghanaian health and other professionals residing in The Netherlands and the United Kingdom, get an opportunity to transfer knowledge, skills and experience to the healthcare sector in Ghana through assignments to be carried out in Ghana. Ghanaian professionals in other fields that can contribute to the health sector in Ghana, could participate as well. Furthermore, professionals from other West African countries could participate. As an additional sustainable aspect of mitigating brain-drain, health professionals in Ghana were provided with the opportunity to do internships in university hospitals or other health institutions in the Netherlands.	01/ Jan/2005	30/ Jun/2007

Sub-Saharan Africa	MIDA Ghana Health III	The Hague	This project proposes to continue to engage Ghanaian health professionals from mainly the Netherlands, Germany and the United Kingdom in the capacity development of human resources in the health sector of Ghana. Furthermore the project will continue to facilitate a limited number of overseas training for health workers from Ghana. MIDA Ghana Health III will assess the option for long term returns to Ghana.	01/Apr/2008	31/Mar/2012
Great Lakes region					
Sub-Saharan Africa	MIDA Great Lakes: Mobilization of Human and Other Resources of the African Diaspora in Belgium for the Development of the Countries of Origin	Brussels	This project is a capacity building programme, aiming at transferring knowledge, expertise and other resources from the Great Lakes' Diaspora in Belgium to Burundi, Democratic Republic of Congo and Rwanda. Many of the skilled nationals residing in Belgium have acquired experience and material and financial resources that they wish to use towards the development of their country of origin. IOM conducted an assessment of the expertise, knowledge and investment needs in the countries of origin and concurrently of the qualified nationals residing in Belgium. On the basis of these assessments, IOM proceeded to correlate the needs and resources assessed with the transfer of experts or qualified nationals and other resources to the countries of origin.	01/Mar/2001	31/Jul/2004
Sub-Saharan Africa	MIDA Great Lakes - Phase II: Mobilization of Human and other Resources from the African Great Lakes Diaspora for the Development of the Country of Origin	Brussels	The objective of this project is to contribute in the capacity building of the Republic of Burundi, the Democratic Republic of Congo, and Rwanda to promote economic, social and cultural stability and to support a sustainable human development in the Great Lakes region. To achieve this, the programme focused on the mobilization of human and financial resources of the diasporas of the target countries living in the countries of the European Union and the United States.	01/Feb/2005	31/Mar/2006
Sub-Saharan Africa	MIDA Great Lakes - Phase III: Mobilization of Human and Other Resources from the African Great Lakes Diaspora for the Development of the Countries of Origin, Phase III	Brussels	This project allowed pursuing the mechanism of collaboration between institutions of public, private, academic sector and the civil society in the Great Lakes region with the diaspora members of the target countries living abroad, to promote economic, social and cultural stability and a sustainable human development of the Republic of Burundi, the Democratic Republic of Congo and the Republic of Rwanda. The continuation of this mechanism allowed providing the necessary support to national partners to increase the autonomy of the coordination cells in these countries, to ensure, in an effective way, the participation of the diasporas of the target countries in future development programmes and actions.	01/Apr/2006	31/Dec/2008

Sub-Saharan Africa	MIDA Great Lakes - Phase IV: Migration for Development in Africa (MIDA) - Great Lakes IV	Brussels	The MIDA programme aims to reinforce institutional capacities by making use of the competencies of the diaspora population of Rwanda, Burundi and Demcratic Republic of Congo, in order to fill human resources gaps in the institutions in the Great Lakes region.	01/ Nov/2008	31/ Oct/2012
Sub-Saharan Africa	MIDA DRC: Strengthening the Democratic Republic of Congo health sector.	Brussels	The objective of this project is to contribute in the capacity building of the Republic of Burundi, the Democratic Republic of Congo, and Rwanda to promote economic, social and cultural stability and to support a sustainable human development in the Great Lakes region. To achieve this, the programme focused on the mobilization of human and financial resources of the diasporas of the target countries living in the countries of the European Union and the United States.	01/ Dec/2006	28/ Feb/2008
Sub-Saharan Africa	MIDA RDC: Mobilization of Resources of Congolese Community in Europe for the Development of the Republic Democratic of Congo	Kinshasa	This project allowed pursuing the mechanism of collaboration between institutions of public, private, academic sector and the civil society in the Great Lakes region with the diaspora members of the target countries living abroad, to promote economic, social and cultural stability and a sustainable human development of the Republic of Burundi, the Democratic Republic of Congo and the Republic of Rwanda. The continuation of this mechanism allowed providing the necessary support to national partners to increase the autonomy of the coordination cells in these countries, to ensure, in an effective way, the participation of the diasporas of the target countries in future development programmes and actions.	22/ Feb/2008	21/ Oct/2008
Guinea					
Sub-Saharan Africa	MIDA Guinea: Micro-Enterprise Development for Guinean Women through the Provision of Micro-Credits and Mobilization of Women from the Diaspora	Headquarters	This project aimed to contribute to the economic and social empowerment of low-income women in selected regions of Guinea. This was achieved through the provision of micro-enterprise development support in both technical and material terms. Following an intensive training course to be delivered by skilled expatriate Guinean women in the creation and management of micro-enterprises, the beneficiaries proceeded to develop business proposals for funding consideration by the project's micro-credit fund. The transfer of skills by the diaspora and the access to low-interest loans from the revolving fund assisted the beneficiary women to set up and manage profitable micro-enterprises, thereby assuring the micro-credit fund's availability to a wider segment of the targeted population and enhancing its sustainability.	01/ Apr/2003	30/ Nov/2005

MIDA Italy - Ghana/Senegal					
Sub-Saharan Africa	MIDA Italy: Migration For Development In Africa	Rome	This project defined a strategy for resource mobilization (human, technical, financial) to benefit target sectors in the country of origin, by enhancing the possible active engagement and role as development agents of African nationals residing in Italy. Information on community/individual skills, investment capacities and plans to support their origin communities will be collected and registered into a database. The project addressed in particular those migrants willing to set up micro-enterprises and job-generating activities in their areas of origin. The project also entailed some research-work intended to: a) identify viable synergies with development projects initiated/ sponsored by Italian institutions, in order to foster a direct participation of Sub-Sahara nationals living in Italy in the African economic development, and b) explore possible alternative mechanisms of money/remittance transfer from Diaspora to respective countries, possibly highlighting viable financial products that will attract migrants' remittances.	01/ May/2003	28/ Feb/2004
Sub-Saharan Africa	MIDA Italy - Ghana: Migration for Development in Africa	Rome	The project was intended to involve the hosting communities (local authorities, entrepreneurs associations, financial institutions, NGOs, etc) in Italy in the design and implementation of development projects and job generating initiatives, promoted by Ghanaian migrants, with the aim of facilitating the creation of investment frameworks and stimulate local development in Ghanaian origin communities. Migrants played an important role in mobilizing human and financial resources, technologies, towards the setting or strengthening of business that create local employment as well as in local development initiatives in Ghana.	01/ Nov/2005	30/ Sep/2007
Sub-Saharan Africa	MIDA Italy - Senegal: Mobilization of Senegalese Expatriates and of their Hosting Communities in Italy	Rome	This project aimed at strengthening the migration and development approach by promoting direct involvement of the Senegalese Diaspora living in Italy as well as the social network of their communities of origin and destination through development initiatives. The strategy of the project in Italy was mainly focused on awareness raising activities among Senegalese nationals in Italy and their host communities to yield the investment in terms of human resources and financial means successful from a co-development perspective. The interest and development/investment projects of the target group will be registered in Italy and sent/evaluated in Senegal according to the local needs and their feasibility.	01/ Oct/2005	30/ Sep/2007

Mali					
Sub-Saharan Africa	Profiling Malian Nationals Abroad and Enhancing their Expertise - Mali	Dakar	The pilot project, as part of the framework of the MIDA programme, represented a preliminary step for the implementation of this programme and aimed at strengthening the relationship between migrants and their countries of origin. During this pilot phase, two countries in Europe (France, Spain) and two in Africa (Ivory Coast, Democratic Republic of Congo) were targeted, while afterwards the geographic expansion of the project is being carried out by the Malian Center for Migration and Development. The survey of Malian migrants consisted first in restoring a strong and effective information circle related to Malians living abroad using consular cards, through the use of data collected in various consular representations and an assessment of their quality. Furthermore, this project examined available sources on Malians abroad, both in Mali and in key countries of destination.	01/ Jul/2007	30/ Jun/2008
Mauritania					
Sub-Saharan Africa	MIDA Mauritania: Feasibility Study to Foster Economic Development of the Female Population in Rural Areas of Mauritania	Dakar	This pilot project aimed at undertaking a comprehensive assessment of the Migration and Development situation to support Mauritanian authorities in developing concrete plans of actions for strengthening their capacities to realize the migration potential as a tool for local development. With the assistance of an international and a local consultant, a study to identify the economic opportunities for women in rural areas and possible options to encourage Mauritanian diaspora abroad and those which moved from rural to urban areas to participate in the local development were carried out.	01/ Jun/2005	31/ Jan/2007
North Rhine Westphalia					
Sub-Saharan Africa	MIDA NRW: MIDA North Rhine Westphalia, Germany	Brussels	This project targeted the Congolese diaspora residing in NRW in order to mobilize them for the reinforcement of the institutional capacities of the public and private sector in the Democratic Republic of Congo (DRC). This information campaign targeted the Congolese diaspora residing in NRW and public and private institutions in the DRC in need of qualified human resources. Moreover, the information campaign aimed at raising the awareness of a wider public in NRW for the migration and development nexus. Finally, relevant authorities in NRW, like the Immigration offices and Employment agencies, were informed about the MIDA project so that these authorities support the Congolese diaspora experts once they engage into the MIDA expert missions in DRC.	15/ Dec/2006	31/ Mar/2007

Sub-Saharan Africa	MIDA NRW - Phase II: MIDA North Rhine Westphalia - Pilot Project for the Democratic Republic of Congo	Brussels	Following a preparatory first phase, which included information sessions for Congolese diaspora members living in NRW, this project encouraged experts from this group to participate in short term missions to the DRC in order to contribute to the development of public and private institutions in the educational, agricultural and health sectors. These expert missions are conceived as a way of combating the 'drain' of expertise effect (brain drain) from the DRC. As an added value, the activities in this project contributed to changing participating actors' perception of the role of Congolese migrants – or African migrants in general - in NRW. Conversely, the information meetings and seminars and the contact with Congolese diaspora members also had the effect of challenging their perception of governmental institutions' policies toward them. Finally, by including a workshop on MIDA, the project allowed for exchange and dialogue among implementers, donors, and beneficiaries on the achievements and lessons learned from all types of MIDA projects currently being carried out by IOM in Africa.	15/ Jul/2007	14/ Jul/2008
Senegal					
Sub-Saharan Africa	Profiling Senegalese Nationals Abroad and Enhancing their Expertise for Senegal	Dakar	The pilot project, as part of the MIDA strategy, represented a preliminary step for the implementation of this project and aimed at strengthening the relationship between migrants and their countries of origin. The project of surveying Senegalese migrants consisted in restoring a strong and effective system of information on Senegalese living abroad using consular cards, through the use of data collected in various consular representations and through the assessment of their skills. Furthermore, this project will examine available statistical sources on Senegalese living abroad, available both in Senegal and in key countries of destination.	01/ Feb/2007	31/ Dec/2007
Somalia					
Sub-Saharan Africa	MIDA Health Northern Somalia: Strengthening the Health Sectors in Northern Somalia through the Engagement of Somali Diaspora Health Professionals from Finland	Helsinki	The project's overall objective is to strengthen the capacitates of local health sector professionals in Northern Somalia through the transfer of skills and knowledge acquired abroad by qualified and highly qualified health professionals from the Finland-based Somali diaspora, thereby contributing to the reconstruction and capacity building of the human resource base of Northern Somalia's health sector.	17/ Jul/2008	16/ Jul/2009

Operationalizing Migration for Development Across Regions

Sub-Saharan Africa	MIDA Somalia - Migrant Women for Development in Africa	Rome	The project is intended to promote the mobilization of human and financial resources of Somali migrant women in Italy for the rehabilitation and development of their country of origin. This project will include two phases: the preparatory phase will consist in outreach activities to introduce the MIDA approach to Somali migrant women in Italy and relevant stakeholders, in order to register their interests, resources, networks and possible initiatives for the rehabilitation or development of their communities of origin. The implementing phase will consist in fine tuning and supporting selected co-development social and entrepreneurial projects proposed by Somali migrant women and their associations, in synergy with decentralized co-operation initiatives between communities of origin and destination.	01/ Oct/2008	31/ Mar/2010
Sub-Saharan Africa	QUESTS - MIDA Somalia	Nairobi	The QUESTS-MIDA project is an extension of the previous QUESTS project UNDP has implemented over the last 4 years and which will now be implemented through IOM using their experience of the Migration for Development in Africa (MIDA) strategy. QUESTS-MIDA will be implemented to support UNDP's Somali Institutional Development Programme (SIDP) which aims for good governance, foresees up to 330 qualified Somalis returning to their country of origin for training assignments between 6 to 9 months. The missions will mainly be capacity-building assignments, to strengthen local knowledge and expertise of local institutions especially in the fields of local governance and institutional development, including human resource development and public financial management (PFM) and others where relevant.	02/ Apr/2009	30/ Sep/2009
MIDA Women (WMIDA)					
Sub-Saharan Africa	WMIDA: Migrant Women For Development In Africa	Rome	The Programme addresses migrant women from Western African countries residing in Italy and their associations, wishing to support their communities of origin through a personal involvement, by assigning financial resources to productive investments for the setting up of small-to-medium sized enterprises, possibly with the support of their host communities, or by promoting joint ventures with Italian enterprises interested in developing new economic and trading networks. Building on MIDA projects as tested with Ghana and Senegal, this initiative keeps on promoting a strategy of international cooperation aimed at engaging migrants as partners in the socio-economic growth of their countries of origin, introducing for the first time a specific attention for the gender dimension.	01/ Feb/2008	31/ Jul/2009

MIDA General					
Africa	MIDA General: Migration Development in Africa Programme	Headquarters	This project aimed to enhance African capacity building through the transfer of knowledge, know-how or expertise principally for the development in Africa. The purpose of MIDA was to match the assessed skill needs of African countries with available skills and other resources of Africans in the Diaspora and to facilitate the utilization of these capacities for the development efforts of participating African countries. Databases for the following were established: 1) Skill needs in priority development areas or programmes in the target countries, which could be best met through the skills, financial and other resources of Africans in the Diaspora; and 2) The skills, financial and other resources of Africans in the Diaspora available to assist with development programmes in Africa.	01/ Oct/2002	31/ Dec/2003
Sub-Saharan Africa	MIDA General: Migration for Development in Africa	Headquarters	MIDA General aimed at promoting MIDA amongst the Governments at both national, sub-regional and regional level. This entails providing requisite support to regional institutions, national governments and IOM missions including participation in various MIDA related meetings. In addition, MIDA-General aimed to develop partnerships and cooperation between governments, private sector, donors and other within framework of MIDA strategy.	01/ May/2005	31/ Dec/2005
LATIN AMERICA					
Latin America/ Caribbean	MIDLA: Migración para el Desarrollo en Latinoamerica (Migration for Development in Latin America)	Rome	This pilot project entails a process of background analysis of the presence of Latin American migrants in Italy and the assessment of possible interest in the IOM MIDLA approach among community leaders, migrants representatives and stakeholders of Latin American countries. By research and outreach activities, the project will register migrants' initiatives intended to support local development in their countries of origin. The project will be also functional to identify Italian local authorities and other reference entities of hosting communities - enterprises, financial institutions, NGOs and associations of the civil societies – willing to contribute to development projects, to support small and medium enterprises, join-ventures, and other job generating activities in Latin America, as promoted by Latin American migrants residing in their territory according to a co-development and decentralized cooperation approach.	01/ Mar/2009	28/ Feb/2010

Return of Qualified Nationals					
Afghanistan					
Central Asia	Return and Reintegration of Qualified Afghan Nationals in the Health and Primary Education Sectors	Islamabad	The project facilitated the effective participation and active engagement of 224 qualified Afghan nationals in the reconstruction, capacity building and development process of their home country through assisted returns to jobs in Afghanistan. Working in close co-operation with the interim administrations of Afghanistan, provincial authorities, as well as local and international bodies working in Afghanistan and Pakistan (partner organizations), these experts were placed in jobs identified by IOM as critical to the country's reconstruction and sustainable development plans in the health, primary education and other social services sectors. IOM also assisted in relocating the qualified Afghan staff of several Afghan organizations that had decided to move their operations in Peshawar back to Afghanistan.	01/ Feb/2000	31/ Dec/2003
Central Asia	Return of Qualified Afghans	Kabul	The project facilitated the effective participation and active engagement of skilled and qualified Afghan nationals currently residing outside Afghanistan in the reconstruction, capacity building and development process of their home country. Focusing on particular sectors of Afghan society where local resources are scarce, the project enhanced the infrastructure necessary to accommodate a larger scale general return through the transfer of expertise and knowledge of qualified Afghan expatriates, and contribute to the longer-term stability and development of Afghanistan. 500 persons under the project were awarded a self-employment grants their own business, in view of generating additional employment opportunities for the local workforce and returnees.	01/ Dec/2001	31/ Dec/2005
Central Asia	Return of Qualified Afghans from Finland (RQAF)	Helsinki and Kabul	As a country-specific project targeting the Afghan diaspora in Finland, the RQA Finland project helped highly qualified Afghans from the Finnish diaspora to return back home. The project provided information about return conditions and opportunities in Afghanistan, extended pre-departure training, facilitated placement of highly qualified individuals in positions identified as being of crucial importance to the reconstruction efforts and assisted those Afghans interested in starting a small business back home. The project's activities at the receiving end in Afghanistan were coordinated by the IOM RQA placement office in Kabul in close cooperation with the Transitional Administration of Afghanistan.	01/ Jul/2002	31/ Jan/2004

Central Asia	Transfer of Skilled and Qualified Afghan Nationals to Jobs in the Public and Private Sector in Afghanistan (including Provision of Micro-credit Facilities)	Kabul	This project facilitated the effective participation and active engagement of 80 skilled and qualified Afghan nationals currently residing in the European Union in the reconstruction, capacity building and development process of their home country. Focusing on particular sectors of Afghan society where local resources are scarce, the project enhanced the infrastructure necessary to accommodate a larger scale general return through the transfer of expertise and know-how of qualified Afghan expatriates, and contributed to the longer-term stability and development of Afghanistan. Fifty persons under the project were awarded a micro-credit facility to set up their own business, in view of generating additional employment opportunities for the local workforce and returnees.	01/ Mar/2003	30/ Jun/2005
Central Asia	Transfer of Qualified and Highly Qualified Afghan Nationals to the Public Sector, in particular the Afghan Transitional Government	Kabul	This project facilitated the effective participation and active engagement of 120 qualified Afghan nationals currently residing in the European Union in the reconstruction, capacity building and development process of their home country. These experts were transferred to positions within the Afghan public administration or programmes and activities managed and implemented by the Afghan public administration, with a particular emphasis on the central Afghan Administration in Kabul. Focusing on particular public sector functions and activities in Afghanistan where local resources are scarce, the project enhanced the infrastructure necessary to accommodate a larger scale general return through the transfer of expertise and know-how of qualified Afghan expatriates, and contributed to the longer-term stability and development of Afghanistan.	01/ Mar/2003	30/ Jun/2005
Central Asia	ARTF: Afghan Expatriate Services Programme	Kabul	The objective of the programme was to provide technical assistance and support in establishing a merit based recruitment system by putting in place all necessary processes and procedures for identifying, worldwide or locally, and placing at least 60 highly skilled Afghan expatriates into the public administration and private sector in Afghanistan.	11/ Jul/2004	06/ Mar/2007
Central Asia	Placement of Afghan Expatriate Professionals from EU Countries into the Public Administration of Afghanistan	Kabul	The objective of this project was to enhance the contribution of Afghan expatriate professionals residing in Member States of the European Union in the reconstruction efforts of Afghanistan by enhancing policy and institutional capacities within the public administration. The project identified, elected and placed 22 highly skilled Afghan nationals currently residing in EU Member States, with significant reconstruction and development experience within key Ministries, other government agencies/institutions to enhance the Government's effectiveness in overseeing urgent policy and institutional reforms.	01/ Apr/2005	30/ Sep/2008

Central Asia	SAAT: Skilled Afghan Artists and Tradespersons	Kabul	The purpose of the project is to support and facilitate the return of skilled Afghan artisans and trade people from the UK to Afghanistan to assist with the capacity building and development of the related sectors in Afghanistan. The project will be implemented in three phases: an in-depth needs assessment to determine the availability of such skills among the Afghan Diaspora in the UK and an analysis of the market in Afghanistan; the recruitment of 20 skilled Afghan artisans and tradespersons from the UK; and an evaluation of the pilot project assessing the feasibility and need for future expansion of the project. The pilot project supports the return of 20 qualified Afghans over a 12 month period to work within the private sector at the central and regional level.	01/ Jun/2009	31/ May/2010
Bosnia and Herzegovina					
Europe/CIS	Transfer of Knowledge Through Expatriate Nationals (TOKTEN) in Bosnia and Herzegovina	Sarajevo	The project aimed to contribute to the development of Bosnia and Herzegovina (BiH) through the temporary return of highly qualified BiH nationals currently residing abroad and willing to come back for a maximum period of 2 months on short-term consultancy contracts. The consultants were provided with travel costs, accommodation and a daily allowance during the period of their stay in BiH. The direct beneficiaries of this project were the public sector institutions, organizations and the private sector. Indirectly the civil society, the government of BiH and the country as a whole benefitted from the project, which supplied BiH with short-term expertise not immediately available, in the scientific, technological and socio-economic fields through high-level expatriate specialists of BiH origin, and thus contribute to the long-term development of the country.	10/ Nov/2003	31/ Mar/2005
Burundi					
North Africa/ Middle East	Survey of Highly Qualified, Qualified and Skilled Burundian Nationals currently living in Belgium	Brussels	This Survey aimed to collect information on highly qualified, qualified and skilled Burundian nationals who are currently living in Belgium and to assess the possibility of their participation in the socio-economic recovery of their country of origin in the framework of the Arusha Peace Agreement for Burundi. This was achieved through gathering comprehensive information on the target population residing in Belgium through application of a specifically elaborated questionnaire to 810 Burundians, and through organization of group discussions with Burundian nationals. The above was coupled with an IOM mission in Burundi, aimed at assessing the prevailing political, security and socio-economic conditions in this country and identifying most appropriate co-operation development schemes to ensure the link and participation of the Burundian Diaspora in the process of socio-economic recovery of their country of origin.	01/ Mar/2001	18/ Jun/2001

East Timor					
Asia/Pacific	Return of Qualified Nationals to East Timor	Dili	The purpose of the project was to facilitate the return and professional reintegration of 300 skilled/qualified nationals and immediate family members currently residing abroad to fill identified jobs which cannot be filled by current residents of East Timor or where additional technical assistance is clearly required. Qualified returnees were placed in jobs identified either in the public or private sector. Priority was given to identifying posts that promote development and reconstruction in accordance with goals to be set out by CISPE and local authorities in East Timor. In addition, certain candidates possessing appropriate skills and / or entrepreneurial backgrounds received funding to establish small-scale enterprises. The project also aimed to accomodate larger scale general return.	15/ Oct/1999	30/ Jun/2001
Iraq					
Middle East	Iraqis Rebuilding Iraq	Baghdad	This project intended to enhance the institutional capacity of Iraqi public sector institutions through the insertion of Iraqi expatriate experts, who filled qualified or specialized positions in the public sector, as well as provided on-the-job training for the existing staff in ministries to ensure that human resources gaps are filled. The return and professional integration of Iraqi expatriate experts was expected to contribute to the country's governance by enabling the employment of wider range of Iraqi expertise. The resulting modalities for deployment of experienced and highly qualified expatriate Iraqi personal aimed to ensure an immediate and direct contribution to the Iraqi effort to restore its public administration. One of the goals of this programme was also to promote equal employment opportunities and the MDGs, encouraging applications from female experts.	01/ May/2005	31/ Dec/2007
Middle East	Survey and Skills Bank on Qualified Iraqis Residing in Norway	Oslo	The project assessed the professional capacity and readiness of qualified and skilled Iraqi nationals residing in Norway to contribute to the post conflict recovery and reconstruction of Iraq. This was achieved through carrying out a nationwide survey among Iraqi nationals in Norway. The gathered data was reflected in a computerized database containing the profiles of interested qualified and skilled Iraqi nationals willing to return to Iraq to take up identified job openings. The skills bank data will be used at later stage by IOM to match human resource profiles with identified job openings in Iraq, which cannot be filled through the local labour market.	01/ Dec/2003	14/ May/2004

Somalia					
Sub-Saharan Africa	Research and Skills Bank Development for Linking Qualified Somaliland Nationals Residing in Nordic and EU Countries with Manpower Needs in Somaliland	Helsinki	The project contributed toward the development of stable institutions and sustained economic growth in Somaliland through enhanced support of the return and utilization of qualified and semi-skilled Somaliland nationals residing in the Nordic and other European countries. The objectives were: to identify and screen 1500 to 1800 qualified and skilled Somali nationals willing to co-operate in the reconstruction and development of Somaliland by working in their country; to collect information on manpower requirements for the public and private sectors in Somaliland; to develop a user-friendly database that matches sets of labour demands with sets of available candidates; to obtain adequate knowledge about the situation of qualified and semi-skilled Somaliland nationals residing in the Nordic and other European Countries and the possibilities of using those skills for the development of their home communities and, finally; to propose a set of practical measures to support programme interventions designed to attract and utilze expatriate human resources.	15/ Sep/2000	30/ May/2001
Sudan					
Sub-Saharan Africa	Return and Reintegration of Qualified Sudanese (RQS)	Khartoum	The Return and Reintegration of Qualified Sudanese (RQS) programme aimed to meet immediate needs for services, foster long-term development, and contribute to the sustainable economic advancement of South Sudan through the targeted return and of skilled, qualified and highly qualified Sudanese nationals currently residing outside their region of origin. RQS assisted public sector institutions and private enterprises in South Sudan to meet critical human resource gaps by facilitating the return and reintegration of Sudanese nationals who have the skills and expertise needed to deliver essential services, build capable institutions, and encourage domestic and foreign investment in South Sudan.	01/ Dec/2005	31/ Dec/2008

Uganda					
Sub-Saharan Africa	Return of Qualified Ugandan Nationals (RQUN)	Kampala	The project is a continuation and extension of the Third Phase of the Return and Reintegration of Qualified African Nationals (RQAN) Phase III programme (implemented by IOM from January 1995 to December 1999 under the Lome IV Convention). Uganda made a commitment of ECU One Million out of its National Indicative Programme (NIP) for the return and reintegration of 127 highly qualified and skilled Ugandan nationals residing in highly industrialized countries as well as other neighbouring African countries. Following the results and outputs of the programme as well as the country-specific evaluation of its impact on the national economy measured by the quality of returnees against the backdrop of their contribution at their various workplaces through transfer of skills, the Government of Uganda concluded that the return and reinsertion of Ugandan professionals residing abroad under the RQAN-type programme is still necessary,appropriate and relevant to the fulfilment of the manpower needs and requirements of the government. The project therefore is a direct response to the Government's quest to address the critical skill gaps shortages in the public and private sectors of the Ugandan economy.	01/ May/2001	30/ Apr/2002
Temporary Return of Qualified Nationals					
Sub-Saharan Africa/Asia/ Europe	TRQN: Temporary Return of Qualified Nationals in The Hague	The Hague	The purpose of the project was to establish the structures, networks and logistics for the temporary return of qualified migrants from five selected countries in post-war reconstruction processes (Afghanistan, Bosnia and Herzegovina, Serbia, Sierra Leone and Sudan) in both the Netherlands and the respective countries to enable matching demand and supply and realizing knowledge transfer in both chosen sectors and all designated countries of origin.	01/ Apr/2006	30/ Jun/2008
Sub-Saharan Africa/Asia/ Europe	TRQN II: Temporary Return of Qualified Nationals - Phase II	The Hague	Building on phase 1, IOM intends to continue to facilitate the temporary return of migrants in the Netherlands to selected countries of origin (including the countries of phase one, minus Serbia but also including Ethiopia and Georgia) and enable them to make a contribution to the reconstruction and development to their countries. The project is demand-driven, based on the identified and expressed priorities in the country of origin. The available options for knowledge transfer/capacity building in the respective countries of origin are matched with qualified and experienced candidates residing in the Netherlands. The project's overall objective is to contribute to the reconstruction and development policies and strategies of the selected countries in line with the integrated approach of the Dutch Government towards migration and development. This project facilitates the temporary return of qualified nationals to a number of selected countries to make a contribution to reconstrucation and development.	01/ Jul/2008	30/ Jun/2011

Other similar projects					
AFRICA/MIDDLE EAST					
Africa/ Middle East	Diaspora for Development Study Tour (DDST), Africa and the Middle East	Headquarters	The benefiting countries (Benin, Burkina Faso, Cape Verde, Egypt, Jordan, Mali, Senegal, Yemen and Iran) had all expressed interest in developing or enhancing their strategies for better engaging their Diaspora in local development. For the African countries, these actions are also consistent with the goals of the Migration in Development for Africa (MIDA) initiative. While some of the countries do have systems in place, others do not, and all would benefit from exposure to operating models and cross-fertilization of their ideas. To meet this need this project will enable a joint study tour of the noted countries to visit an agency where management vision and operational features, such as data systems, are now well established. The study tour allowed exposure to the host country model, facilitate discussion among the participants to share the best practices and key issues from their own countries' experience in this area and forward planning.	01/ Oct/2002	31/ Dec/2003
Africa	The Development Potential of Transnational Migrants in the Health Sector in Geneva	Headquarters	The project contributed to the current debate on enhancing the positive linkages between migration and development. It pursued the question of how countries of origin may benefit from the human, social and financial capital represented by their citizens established abroad. The project proposed to adopt a sectoral approach by concentrating on professionals and students in the health sector, where the proportion of migrant workers is very high and the issue of brain drain acute. The project pursued a qualitative research method, based on extensive discussions with three national migrant groups, in several areas of the health sector (hospitals, medical duty stations, geriatric centres, home services) in Geneva.	01/ Jan/2006	31/ Mar/2007
Africa/ Middle East	LECOM: Linking Emigrant Communities for More Development - Inventory of Institutional Capacities and Practices	ICMPD, IOM Rome	The overall objective of the project is to contribute to increasing the knowledge and capacities of national governments to engage emigrant communities for development through dialogue and enhanced cooperation between countries of origin, transit and destination by collecting, mapping and presenting info and facilitating exchange on: National policies aiming at maximising the development impact of migrant contributions; institutional capacities of countries of origin in linking up with their emigrant communities; and practices of target countries in dealing with their emigrant communities. The target countries include Algeria, Cape Verde, Egypt, Ethiopia, Ghana, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal, Syria and Tunisia.	01/ May/2009 (tentative)	31/ Jan/2010 (tentative)

Sub-Saharan Africa	"Capacity Building for the East African Governments on Labour Migration Management and related MIDA Matters (MIDA-NBO)"	Nairobi	The aim of this project was to build the capacity of the governments of the three East African countries of Kenya, Tanzania and Uganda to provide protection to their citizens working abroad and to expand legal labour migration opportunities for the benefit and development of their countries of origin. The project also assisted the governments in strengthening their institutional capacities to manage and realize their development goals through the transfer of relevant skills, financial and other resources of East Africans in the Diaspora. In this regard, the project assisted the governments to develop effective mechanisms on labour migration management and skills utilization.	01/ Oct/2003	30/ Jun/2006
Egypt					
North Africa/ Middle East	Enhancing Bonds between Egyptian Diaspora and their Homeland (EBED)	Cairo	This intervention aims to assist the Egyptian Ministry of Emigrant Affairs (MME) in its mission to link emigration policy with the national interest of the State in achieving economic and social development, including the welfare of Egyptians abroad and maintain their spiritual bonds with their country. The project will help the Egyptian government in conducting a fact-finding assessment in eight cities of the United States of America and Canada hosting a significant number of Egyptian diaspora, the study tour aims to enhancing internal coordination and decision-making in developing a sustainable win-win relationship between Egyptian Expatriates and their homeland.	05/ Sep/2006	31/ Dec/2009
Ghana					
North Africa/ Middle East	Integrating Migration in Ghana's Poverty Reduction Strategy Paper (IMGPR)	Accra	The project aimed to contribute to Ghana's economic and social development by mainstreaming migration into Ghana's Poverty Reduction Strategy, and by making concrete suggestions how to implement. In order to achieve this goal, IOM is conducting a broad analysis of current migration issues in Ghana. In close consultation with the Government of Ghana and other relevant stake holders IOM is identifying policy and operational areas where migration can be seen as closely related to Ghana's development objectives, and will provide concrete proposals for operationalizing the suggestions made.	01/ Jul/2006	30/ Jun/2007
Global					
Global	Joint Migration and Development Initiative	Brussels	The overall objective of the European Commission-United Nations Joint Initiative is to support small scale actors to contribute more fully to linking migration and development in line with international policy frameworks. The joint Initiative aims to help small scale actors - local authorities, NGO and Diaspora groups - to become more active and effective, and to ensure that key stakeholders are more fully informed of best practice in Migration and Development. It is implemented by UNDP together with UNHCR, UNFPA, ILO and IOM.	13/ Nov/2008	31/ Dec/2010

Iraq					
Middle East	CBMM- Iraq: Capacity Building for the Ministry of Displacement and Migration in Management of Return Migration and Return of Qualified Iraqi Nationals	Amman (relocated from Baghdad)	The project built and strengthened the capacity of the Ministry of Displacement and Migration (MoDM) to respond to migration management challenges and responsibilities relating to IDPs and Iraqi migrants outside the country requiring assisted return. Information on the ministry's human resources requirements was collated, documented and disseminated to the relevant stakeholders and programmes; needs for enhanced expertise and specialized skills were identified. Based on specific needs, several qualified Iraqis have been identified and proposed to the Ministry for immediate deployment and means to facilitate the recruitment and professional insertion of Iraqi expatriate experts were identified.	01/ Apr/2004	31/ Oct/2006
Kenya					
Sub-Saharan Africa	ELMU: Establishment of a Labour Migration Unit at the Ministry of Labour and Human Resource Development and the Creation of Tools for the Assessment of Dynamics of Labour Migration in Kenya and of the Kenya Diaspora	Nairobi	Upon request from the Ministry of Labour and Human Resource Development, IOM assists the Kenya Government in establishing a Labour Migration Unit to coordinate the labour migration process; to gather information and profile Kenyans in the Diaspora; and design a skills inventory tool for gathering and analysing data.	01/ Jul/2008	31/ Dec/2009
Latin America/Caribbean					
Latin America/ Caribbean	Implementation of Networks of Colombians Living Abroad (INCLA)	Bogota	IOM created and strengthened the mechanisms by which information is diffused, links are created and the Colombian communities living abroad are brought together, in fulfillment of the 2003-2006 development plan Towards a Community State, which makes imperative policies directed towards these communities. These tools include, among others, the design, development and administration of an interactive website "RedEsColombia" [Colombian Networks] which serve as a communication tool for Colombian nationals living abroad, both among themselves and with Colombia. Additionally, this project included logistical support and topical guidance from the organizations acting as executors and guarantors of the project.	07/ Dec/2005	31/ Dec/2010

Mauritius					
Sub-Saharan Africa	Enhancing the Development Impact of Migration: Developing an Overseas Employment and Diasporas Mobilization Strategy in Mauritius	Pretoria	Within the context of current Trade Liberalisation measures being taken in Mauritius, this project aimed to enhance the capacity of the Government of Mauritius to mobilise the Mauritian diasporas to contribute to the development of Mauritius, and to utilise the development benefits of overseas labour migration. The project was divided into three components, with the first component scoping the internal labour market in Mauritius to improve human resource planning. Under the second component, activities included mapping of the location and profile of the diasporas and the development of a preliminary road map to enhance the involvement and contribution of the diasporas in Mauritius development strategies. Under the third component labour migration opportunities abroad for Mauritian nationals were identified and complemented with a strategy designed for placing workers in other countries.	01/ Jan/2007	15/ Aug/2007
Morocco					
Sub-Saharan Africa	Establishment of an Observatory of the Moroccan Community Living Abroad (EOMC)	Rome	This project is part of the follow-up of the project entitled "Establishment of an Observatory of Moroccan Community Living Abroad (EOMC)", implemented by the Hassan II Foundation for Moroccans Living Abroad (MLA) and IOM. This second phase aimed at giving a new dimension to the research through the consolidation and creation of institutional networks to better exploit the possibility of sharing information and develop an operational research for the benefit of the MLA. It also aimed at consolidating acquired knowledge, enriching the collective approach and methods of analysis by promoting a training-action mechanism and data collection to be updated and published. Research activities were conducted within specific projects, characterized by the collection and processing of information from sources available in the field through the realisation of detailed surveys aiming at analysing the needs and expectations of the target group, as well as the dissemination of the findings with a programme of action enclosing appropriate solutions.	01/ Jan/2006	31/ Dec/2007

North Africa/ Middle East	MigRESSOURCES - Migration and Return, Resources for Development (MRRD)	Rome	Contribute to the economic and social development of the country through: 1) the creation of a positive environment to promote the emigration of qualified nationals both in the country of origin (Morocco) and the country of destination (Italy); 2) the improvement of the professional insertion of both potential Moroccan migrants as well as those qualified migrants residing in Italy; 3) the identification and creation of ways of permanent (as well as temporary and occasional) return of qualified nationals residing in Italy with a view to contributing to the local development of Morocco; and 4) enhancing the impact of remittances sent by emigrants on the economic and social development of their country of origin.	03/ Apr/2006	02/ Jun/2007
North Africa/ Middle East	Preparatory Study "Moroccan Residents Abroad" (PSMRA)	Brussels	The preparatory study is intended as preparatory to the project itself and aims identifying entrepreneurs of Moroccan origin living in Belgium willing to be implicated in projects to the benefit of the development of their country of origin. The study will assess their interest and willingness to mobilize their skills and resources for the economic development of specific regions of Morocco, namely in the Northern part of the country which are the predominant areas of origin for the Moroccan diaspora in Belgium. The study will also aim at identifying those economic sectors where skills and resources of the diaspora could be most beneficial to the development of the country, thus trying, by so doing to maximise the macroeconomic impact at the local level of the diaspora contribution.	15/ Nov/2006	30/ Jun/2008
Rwanda					
Sub-Saharan Africa	Enhancing Linkages Between the Rwandan Government and Diaspora to Promote Development and Investment (ELBER)	Nairobi	In order to tap into the vast human and economic resource base of the Rwandan diaspora community in various countries of the world, the major concentrations being in neighbouring countries, Western and Central Europe and North America, the Government of Rwanda needs to enhance its capacities to establish linkages with its diaspora, especially in Europe and North America. As such, this project will provide technical assistance to the Diaspora Directorate General within the Ministry of Foreign Affairs and Cooperation in Rwanda to: 1) develop a database on the Rwandan diaspora using Belgium as a pilot country; 2) development of a dynamic website to capture information on the diaspora; 3) conduct a pilot skills audit & diapora needs assessment.	01/ Jan/2009	31/ Dec/2009

Zimbabwe					
Sub-Saharan Africa	Facilitating Migration and Development in Zimbabwe	Harare	The project is about to i) establish a website and ii) support the setting up of a database with the objectives to publicize the activities of the Taskforce; facilitate communication between the Taskforce and local/ international manpower and the general public through an e-discussion forum; as well as disseminate articles of interest to the public. The database is designed to capture the profiles of Zimbabweans in the diaspora who are interested in participating in various initiatives where their skills would be required. The project further explores various Migration and Development strategies that could contribute to poverty reduction in Zimbabwe. The third component of this project is therefore the provision of technical assistance/guidance to the Government of Zimbabwe on how to best integrate Migration and Development into the national planning process, including the next poverty assessment and the Zimbabwe Economic Development Strategy (ZEDS) 2007 - 2011.	01/ Apr/2007	30/ Jun/2009

17 route des Morillons CH-1211 Geneva 19, Switzerland
Tel: +41 22 717 9111 • Fax: +41 22 798 6150
E-mail: hq@iom.int • Internet: http://www.iom.int