

Migration and Development Conference

March 2006, Brussels

Final Report

A joint initiative:
The Government of the Kingdom of Belgium
The International Organization for Migration (IOM)
The European Commission
The World Bank





Conference on migration and development

15/16 March 2006, Brussels

CONFERENCE REPORT



Acknowledgements

The Conference on Migration and Development, held on the 15 and 16 March 2006 in Brussels was an important and groundbreaking event organized by the Government of the Kingdom of Belgium and the International Organization for Migration with support from the World Bank, the European Commission and a great number of governments worldwide. A conference steering and advisory committee was set-up prior to the event, composed of representatives of the Belgian Ministries for Foreign Affairs, Development Cooperation and Interior, IOM, as well as the World Bank, the European Commission Directorate General for Development and the European Commission Directorate General for Justice, Liberty and Security. The steering and advisory committee was in charge of the main policy and organizational aspects for the preparation of the conference and its follow-up events.

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Above all, we would like to thank all speakers, chairpersons and rapporteurs for their valuable contribution to the success of the event.

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Foreword

Patrick Dewael, Vice Prime Minister and Minister of Interior
Karel De Gucht, Minister for Foreign Affairs
Armand De Decker, Minister for Development Cooperation

Migration is in many cases a response to discrepancies: discrepancies in political systems, in security, in demography and above all in economic conditions. Assisted by faster and cheaper transport, with the revolution in the speed and cost of communication and with the development of affordable global networks through which people learn easily about opportunities elsewhere, migration has increased and will continue to do so in the decades to come.

Most of it will involve people moving from developing countries to developed countries. It is therefore important to get a better understanding of the link between Migration and Development. This link works in two directions: migration, if well managed, can be a tool for development and development does influence migration and migration patterns.

If enormous efforts have already been made to understand how trade and investment can better contribute to development, we have only recently started to look at the complex links between migration and development and, more specifically, at how migration could better contribute to development. As far as migration is concerned, we are, surprisingly, only at the beginning of a process. We urgently need to open the dialogue at bilateral, regional and international level to explore how better managed international migration can lead to win-win situations for all: the receiving countries, the sending countries and the migrants themselves. This is why we, Ministers of Foreign Affairs, Interior and Development Cooperation, jointly took the initiative to organise an international conference in March in Brussels on the theme Migration and Development, together with the International Organisation of Migration and with the support of the World Bank and the European Commission, who we all thank sincerely for their very precious cooperation.

It is essential to try and improve the impact of migration on the countries of origin. The 3 R's will thereby be a determining factor: recruitment, remittances, return:

- Recruitment. Who is the migrant? Is he employed or unemployed in his own country? Does he have a key function? Will his departure cause brain drain or can it create an opportunity for another young unemployed person?
- Remittances. Their volume is now several times the ODA and almost the equivalent of FDI, but do they reach their destination in an efficient manner and are they spent in ways that contribute to development?
- Return to the country of origin. In addition to definitive reintegration, return can also be temporary and repeated (circular migration) or even "virtual" (internet communication); the question is what use has been or can be made of the skills and knowledge of the migrants (brain gain) and possibly of their willingness to invest.

Migration also brings benefits and challenges to the countries of destination. The contribution migrants can make to economic, human and cultural enrichment in their host

countries is well known. So is the challenge of integration: how to bring about harmonious societies with individuals belonging to different backgrounds and races.

For migrants themselves, migration provides the opportunity for bettering their own and their families' standard of living, for acquiring new skills and knowledge, and for broadening their horizons

As stated earlier, development also affects migration. It is important that development and related policies address the root causes of migration, for example through the creation of livelihood opportunities and the eradication of poverty in countries and regions of origin, the opening of markets and promotion of economic growth, good governance and the protection of human rights. Poverty is and remains one of the main structural causes of migration and its eradication should therefore offer an alternative to unwanted migration - as was recognized by the International Conference on Population and Development in Cairo in 1994, and more recently by the Global Commission on International Migration. Tackling the root causes of illegal or forced migration in an integrated, comprehensive and balanced approach also remains the European Union's constant long term objective.

These and other questions need to find concrete answers: it is our common responsibility. The Brussels Conference has shown that there is no lack of options or ideas. It is now necessary, through concrete partnerships to the advantage of all concerned, to move from formulation to implementation. The High Level Dialogue on Migration and Development, which will take place in New York in September 2006, gives us a unique opportunity to contribute to that objective and discuss openly and constructively the trade-offs that need to be made, inter alia, between brain drain and brain gain, between remittances and emigration, between a stay-at-home policy and a greater openness to regular migration...

We hope to see all those who so efficiently contributed to the Brussels Conference again in New York.

Programme

Conference on Migration and Development

The Government of the Kingdom of Belgium
in cooperation with
The International Organization for Migration

With the support of
The European Commission
The World Bank

15/16 March 2006
Palais d'Egmont, Brussels

15 March 2006

- 8.00 - 9.00 Registration of participants
- 9.00 – 9.20 **Welcome address:**
- Armand De Decker**, Minister for Development Cooperation,
Government of the Kingdom of Belgium
Brunson McKinley, Director General, International Organization for
Migration
- 9.20 – 9.40 **Opening session:**
- Patrick Dewael**, Vice Prime Minister and Minister of Interior,
Government of the Kingdom of Belgium
Statement by **H.E. John Agyekum Kufuor**, President of Ghana,
delivered by **H.E. Hon Papa Owusu- Ankomah**, Minister for the
Interior, Government of Ghana
- Chairperson: Armand De Decker*, Minister for Development and
Cooperation, Government of the Kingdom of Belgium
- 9.40 – 10.00 Coffee break

- 10.00 – 11.45 **Session I: MIGRATION AND DEVELOPMENT**
“Migration and the Millennium Development Goals: facts and myths”
- Sir John Kaputin**, Secretary General, African, Caribbean and Pacific Group of States
Danny Leipziger, Vice-President for Poverty Reduction and Economic Management, The World Bank
Bience Gawanas, Commissioner for Social Affairs, African Union
Nand Kishore Singh, Former Commissioner, Global Commission on International Migration; Chairman of the Management Development Institute, India
- Chairperson:* **Prof. Louka T. Katseli**, Director, OECD Development Centre, Organisation for Economic Cooperation and Development
- Rapporteur:* **Alain P. Mouchiroud**, CST Director, United Nations Population Fund, Country Technical Services Team for Europe and Central Asia
- Open Discussion
- 11.45-13.00 **Session II: MIGRATION POLICIES AND DEVELOPMENT**
“How to achieve greater coherence of migration and development policies?”
- Hania Zlotnik**, Director Population Division, United Nations Department of Economic and Social Affairs
Jan O. Karlsson, Former Co-chair, Global Commission on International Migration
Jeff Crisp, Special Advisor, Policy Development and Evaluation, UNHCR
- Chairperson:* **Brunson McKinley**, Director General, International Organization for Migration
- Rapporteur:* **Luca Barbone**, Director of Poverty Reduction Group, The World Bank
- Open Discussion
- 13.00-14.30 Lunch

- 15.00 – 16.20 **Session III: Partnership among countries of origin, transit and destination**
- A: Mali-Morocco-Belgium/European Union**
- Mali: **Oumar Hamadoun Dicko**, Minister of Malians Residing Abroad and African Integration, Government of the Republic of Mali
- Belgium: **Olga Zrihen**, Senator, Belgian Senate
- Morocco: **Aziz Jillali SGHIR**, Head of Migration Division, Ministry of Interior, Government of the Kingdom of Morocco
- Chairperson: Régine de Clercq*, Ambassador for Immigration and Asylum, Government of the Kingdom of Belgium
- Rapporteur: Pierre Jacquet*, Executive Director and Chief Economist, Agence Française de Développement
- 16.20 – 16.30 Break
- 16.30 -17.45 **B: South-Asia – Europe/North America**
- Sri Lanka: **Athauda Seneviratne**, Minister of Labour Relations and Foreign Employment, Sri Lanka
- India: **S. Krishna Kumar**, Former Secretary, Ministry of Overseas Indian Affairs
- United Kingdom: **Jan de Wilde**, Chief of Mission, IOM London
- North America: **Jeremy Kinsman**, Ambassador, Permanent Mission of Canada to the European Union
- Chairperson: Rajendra Abhyankar*, Director Centre for West Asian Studies, Jamia Millia Islamia University New Delhi and former Ambassador of India to the EU
- Rapporteur: Dhananjayan Sriskandarajah*, Head of Migration, Equalities and Citizenship Team, Institute for Public Policy Research
- 17.45-18.00 **Reflections on the discussion:**
- Alan Winters**, Director, Development Research Group, the World Bank

16 March 2006

- 8.30 – 9.00 **Welcome and registration**
- 9.00-9.10 **Opening statement:**
- Brigitte Girardin**, Minister Delegate for Cooperation, Development and the Francophone Countries, Government of the Republic of France
- 09.10-10.45 **Session IV: MIGRANT COMMUNITIES AND DEVELOPMENT**
- Nouzha Chekrouni**, Ministerial in Charge of Moroccans Resident Abroad, Ministry of Foreign Affairs and Cooperation, Government of the Kingdom of Morocco
Agnes van Ardenne, Minister for Development Cooperation, Government of the Kingdom of the Netherlands
Ndioro Ndiaye, Deputy Director General, IOM
Patricia A. Sto. Tomas, Secretary of the Labour and Employment Department, Government of the Republic of the Philippines
João Gomes Cravinho, State Secretary of Foreign Affairs and Cooperation, Ministry of Foreign Affairs, Government of the Republic of Portugal
- Chairperson:* **Anne-Marie Lizin**, President of the Belgian Senate
- Rapporteur:* **Michele Klein-Solomon**, Acting Director Migration Policy, Research and Communication Division, IOM Geneva
- Open Discussion
- 10.45-11.00 Coffee break
- 11.00 – 12.30 **Session V: Promoting migrants' contribution to the development of their home countries**
- A: Remittances, investments and business opportunities**
- Jean-Marie Rurimirije**, President of the Great Lakes Cooperative Bank
Vanesa Vizcarra, Regional Manager Latin America, Microfinance International Corp., El Salvador
Nand Kishore Singh, former Commissioner, Global Commission on International Migration; Chairman of the Management Development Institute, India
- Chairperson:* **Mr. Jean- Louis De Brouwer**, Director Immigration, Asylum and Border, Directorate General Justice, Liberty and Security, European Commission
- Rapporteur:* **Dr. Ruth Albuquerque**, President of the Portuguese Institute for Development Assistance, Portugal
- Open discussion

Programme

- 12.30-14.00 Lunch
- 14.00-15.30 **B: Transfer of skills and knowledge**
- Barna Karimi**, Deputy Chief of Staff President Karzai, Government of the Islamic Republic of Afghanistan
B. Lututala Mumpasi, Rector, University of Kinshasa, Democratic Republic of Congo
M. Chansomone Voravong, President, Forum des Organisations de Solidarité Internationale issues des Migrations, France
- Chairperson: Mayra Buvinic*, Director for Gender and Development, The World Bank
- Rapporteur: Alache Ode*, Chair Programme Development and Funding Committee Vice Chair Board , African Foundation for Development, United Kingdom
- Open discussion
- 15.45-16.30 Closing remarks in the presence of:
- H.M. KING ALBERT II, KING OF THE BELGIANS**
- Presentation of the summary and highlights of the conference discussions:
Irena Omelaniuk, general rapporteur of the conference
- Armand De Decker**, Minister for Development Cooperation, Government of the Kingdom of Belgium
Franco Frattini, Vice President and Commissioner for Freedom, Security and Justice, European Commission
Brunson McKinley, Director General, International Organization for Migration
Karel De Gucht, Minister of Foreign Affairs, Government of the Kingdom of Belgium
- 16.30 – 18.00 Reception offered by the World Bank

Conference Conclusions

These conclusions summarize the key issues and outcomes of the conference on Migration and Development organized by the Government of the Kingdom of Belgium and the International Organization for Migration (IOM), with support from the World Bank and the European Commission (EC), in Brussels on 15-16 March 2006. The conference brought together government representatives from migrant-receiving countries in Europe and countries of origin in Africa, Asia and Latin America, as well as international organizations, migrant organizations and other civil society organizations involved with migration and/or development.

The purpose of the conference was to discuss how migration and related policies can contribute to economic development in countries of origin or transit, and how development policies in turn can address root causes of migration such as poverty and lack of socio-economic prospects, and ease the pressures on people to emigrate unwillingly. The conference and its conclusions would offer a useful contribution to the High-Level Dialogue on International Migration and Development planned for the UN General Assembly in September 2006.

1. Migration and Development

a) Participants agreed that in the context of globalization there has been an important change in perceptions about migration and development. Following a key orientation of the European Commission's Communication on Migration and Development in 2005, migration today is widely recognized as a social, economic and political phenomenon in a broader dialogue involving different ministries in countries of origin, transit and destination, international organizations and civil society. The conference was an excellent example of this broader multidisciplinary approach.

b) Demographic and economic imbalances will continue to fuel migration, which can have both positive and negative consequences. But the conference recognized that migration has the potential to foster economic growth and human capital improvements for both receiving countries and countries of origin.

c) Actions in support of the Millennium Development Goals (MDGs) can address some of the structural causes of migration; and migration can positively influence the achievement of the MDGs. Migration is a multidimensional phenomenon, affecting and being affected by, other areas of public policy such as education, labour, trade, gender, health and security. World Bank and other evidence show that there are potential benefits for poverty reduction and development through the possible increase of income of poor families with members abroad; but that these benefits, among others, depend on the policies of governments at both origin and destination ends.

d) There was a strong call for multidisciplinary approaches, for inclusion of migration into development and poverty reduction strategies at national, regional and international levels, and for institutional and consultative mechanisms to facilitate interdisciplinary approaches.

2. Migration Policies and Development: how to achieve greater coherence of migration and development policies

e) There was a repeated call for coherence of policies and institutional actions at local, national, regional and international levels, to ensure the widest mutual benefits of migration and development. Coherence begins at home, stated several speakers, and examples were given of how ministries and governments were today working together more closely on the two issues (e.g. the Belgian Ministries of Foreign Affairs, Development and Interior jointly organizing this conference; or the common policy document prepared by the Ministry of Justice and Migration and the Ministry of Development Cooperation in the Netherlands). Migration and development are already on the agenda of the EU Council of Ministers, including the Foreign Affairs and Development Council, which will address these issues at its next session.

f) The conference suggested that temporary, circular forms of labour migration, which protect the migrant, offer incentives for return, and provide some flexible residence and citizenship options are more likely to benefit all concerned. Demographic pressures are creating a need for regulated labour migration programs to Europe, which can also bring sustainable benefits to the countries of origin.

g) Coherent approaches to migration and development should also consider the broader structural causes of migration, in particular the lack of economic growth and gainful employment opportunities in developing countries, sometimes aggravated by trade and agricultural policies of industrialized countries. It was stressed that the primary responsibility for creating the conditions conducive to development lies with each country. It was also recalled that refugees and forced migrants can play an essential role in reconstruction and peace-building efforts essential for sustainable development.

h) There was a general recognition of the urgent need for more data on migration and related aspects (net flows, gender dimensions, migration policies, remittances etc), and for systematic analysis and evaluations of their impacts on development, as well as of the impacts of development on migration, so as to better inform policies on migration and development.

i) There were calls for enhanced inter-agency collaboration to pool the expertise of the many international agencies engaged with migration and development in support of the policy efforts of governments. There were also calls for creating a voluntary mechanism for private and public sector investment in human resource development and more effectively matching labour supply and demand.

3. Partnership among Countries of Origin, Transit and Destination

j) Partnerships among countries mutually concerned with migration were recognized as an important alternative to unilateral, exclusively enforcement-oriented approaches. These can help balance the interests of developing countries in retaining, or recovering, their essential skilled resources, and those of developed countries in meeting urgent labour shortages. In Asia, the conferences of labour ministers – the “Colombo Process” supported by IOM – provided a useful example of how labour sending and receiving countries can share experiences and plan future cooperation.

k) There was a call, particularly by African countries of origin and transit for international cooperation, technical assistance and capacity building in managing their borders, tackling irregular migration, particularly trafficking of persons, and creating a conducive financial and investment climate for economic growth, entrepreneurship and productive remittance use by poor families. In this context south-south cooperation is of particular importance. Regional development strategies are in many cases strong catalysts for greater prosperity and economic development. At the same time, there was interest in studying existing bilateral labour migration programs, and the carefully planned labour emigration strategies of countries such as the Philippines, India and Sri Lanka, as well as some comprehensive labour immigration programs such as those offered by Canada.

4. Migrant Communities and Development

l) Both countries of destination and origin – Belgium, France, Netherlands, Portugal, Morocco and the Philippines – highlighted the huge potential of migrant communities in contributing to development of their home countries. One well-trying and documented model for involving migrant communities and the business sector in joint development activities in origin countries was the co-development strategy of the French Government in countries like Mali, Morocco, Tunisia, Cambodia or Vietnam. Also the Belgian non-profit organization, BIO provides assistance through micro-credits and loans to small and medium enterprises in an unbound manner and offers great potential for support to entrepreneurs. The chances of success of these schemes will be maximized if the projects are embedded in larger socio-economic development programs. The IOM’s Migration for Development in Africa programme (MIDA) funded by the Belgian Government and supported by the President of the Belgian Senate, is a promising example of European efforts to mobilize diaspora knowledge, skills and resources for key development sectors such as health, agriculture, education, etc.

m) Portugal stressed the importance of effective integration of migrants in host countries to empower them as productive “human bridges” between home and host countries. Respect for the human rights of migrants, especially the most vulnerable, is part of this empowerment.

n) The systematic investment in the managed mobility of foreign workers by the Philippines Government offered other countries an important model for preparing, supporting and protecting citizens abroad, whose labour helped sustain development efforts at home.

o) The World Bank's *Global Economic Prospects 2006* report has shown that migrant remittances today are a powerful driver of economic development; often well beyond the contribution of official development assistance and foreign direct investment. All participants recognized, however, that remittances are private funds and should not be dealt with as public resources. Nonetheless, specific government policies can create appropriate financial environments to lower costs and risks to the migrants, and encourage further transfers and productive use of the remittances. Diaspora banks and microfinance institutions have a critical role to play in that endeavour.

p) Investment in human resource development was seen by participants as an indispensable complement to these innovative financial and skills transfer strategies.

5. Promoting Migrants' Contribution to the Development of their Home Countries

q) Educated and skilled persons are a precious development resource for many poor countries, and their departure through migration, particularly for small, fragile developing economies, can represent a loss for innovation, mentoring and development of new skills, and deplete sectors critical for growth and development. Programs like IOM's MIDA, UNDP's TOKTEN, or other diaspora initiatives such as FORIM in France (Forum des organisations de solidarité internationales issues des migrations) help both to channel migrant skills back to the home country and to permit sharing of those skills between home and host countries. A stronger commitment was needed by origin countries to provide enabling environments for such trans-national skills and knowledge sharing.

r) More joint action is needed to develop structures for international sharing of knowledge and experience to the mutual benefit of origin and destination countries. These should be based on evaluations of existing programs and policies linking migration and development. Indeed, this was an overriding message of the conference, namely to examine current good practices and evaluate their usefulness as models for future coherent approaches on migration and development, and to share them widely.

s) The website of this conference is offered as a means of broadening and deepening the dissemination of innovative approaches to migration and development.

t) Conference participants request that these conclusions be brought to the attention of the High- Level Dialogue on International Migration and Development planned for the UN General Assembly in September 2006 and call for governments to take full consideration of these conclusions in preparation of the event.



Day one

15 March 2006

Welcome address

Armand De Decker

Minister for Development Cooperation Government of the Kingdom of Belgium¹

I am very glad to welcome you here today in Brussels together with the Director General of the International Organization for Migration (IOM) on the occasion of this international conference on Migration and Development that Belgium and IOM organised, in close co-operation with the European Commission and the World Bank. Please allow me first and foremost to thank all those who were involved in the preparation of this conference during, as I was told, sometimes very long meetings.

Today and tomorrow we shall endeavour to define and to promote possible convergences between migration and development - two domains that are on the forefront of the world's concerns. Our conference comes at the right time, as the United Nations will convene a high level-meeting on this topic in September in New York.

Today, more than 175 million people live outside their countries of origin, among whom 16 million are refugees.

The question of migration is a matter of concern for all of us. For each country of the world, it presents a challenging and multidimensional problem, linking demography and economics, social and humanitarian issues as well as matters of national identity and security.

We shall discuss this here essentially in their North-South and South-South dimensions because it is those dimensions that affect mainly the link between migration and development.

The question of migration is more sensitive than it is perceived, and it naturally varies according to the corner from which it is being looked at. For too many people in Europe, migration equals illegal immigration, and the migrants, who have

sometimes been established amongst us for many years and generations and who have become European citizens, remain perceived as intruders or as second-class citizens. This perception, which far too often verges on racism, is intolerable and must be fought. I am very happy to note that the week of action against racism that will start this Friday 17th in Belgium, will put more emphasis on the necessity to better promote tolerance and mutual respect in our country and in the world. Migration, as considered by those across the shores of the Mediterranean Sea, in Africa that is so closely linked to the history of Europe, but also by other regions and continents, from which migratory fluxes originate, appears very often as an economic and social opportunity, responding to a quest of political liberty and human dignity. In some cases it is also equated with the survival instinct.

¹ Translation – Original in French.

One does not imagine easily in our countries the amount of courage and determination, but also sometimes the misfortune and despair that are needed to untie the arms of a mother or a sister, to break the embrace of a wife, a child or a father to leave and to go on the roads of the great journey towards the unknown.

We all remember in Europe those African adolescents trying to pass through the barbed wires of Ceuta and Melilla, a few months ago. No-one in Belgium has forgotten the children Yaguine Koïta and Fodé Toukara, two boys from Guinea, who thought they had found a better future by hiding in the landing gear compartment of a plane bound for Brussels, and who were found dead on the tarmac of the Brussels airport. They dreamed of a Europe whose images were transmitted by television shows, captured by all those antennas and dishes that flourish more and more in the villages of the Sahel or of Equatorial Africa.

This happened 7 years ago. But still today, so many young people, as unconscious as were Yaguine and Fodé, or as hopeful as they were for the future, dash out in the pursuit of that Europe of make-believe, that Europe that in the best case emerges to be that of their disillusion, but also sometimes, and far too often, becomes that of their agonies and sometimes that of their death.

All these issues challenge us.

As we know, following the report of the Secretary General of the United Nations, "In larger freedom", the international community has recognised the indissoluble links between development, security and human rights. All the development strategies are nowadays inscribed in that subtle but profoundly justified dialectic, and the implementation of the Millennium Development Goals that constitutes today our common agenda, must take into account in its action towards poverty reduction, not only the necessity of economic growth, indispensable for sustainable development, but also the emergence of truly good governance, without which no progress is possible.

When one discusses the migratory phenomenon in a conference devoted to development cooperation, critics never fail to denounce what they call the "instrumentalisation" of cooperation, which is the use of funds earmarked for the development of our partners to other ends, such as the control and the limitation of migration.

In my view, one should be objective, disband those false allegations and break the taboo of the un-spoken.

First, I would like to reaffirm clearly that development cooperation has its proper objectives and principles, perfectly summed up by the Millennium Development Goals when they say that one should end the extreme poverty in the world and reduce all the other evils that are its unfortunate consequences. Bilateral, multilateral and indirect actions are needed to service the most deprived, not only in a spirit of charity and solidarity, but also in a spirit of well-understood partnership with the countries of the South joining us in the dynamism of the century. Globalisation, of course, is unavoidable, but we must reduce its perverse consequences affecting the most deprived. It is because we believe that, besides traditional means of cooperation, besides bilateral and multilateral programs of technical assistance, besides budgetary support and international financial measures, other instruments must now serve us and complete them. First of all, I want to mention the support to civil society,

the promotion of good governance, including through better harmonisation of multilateral aid, the promotion of a legal environment favourable to investments and to the defence of social rights of workers, and private-public partnerships aimed at the creation of employment and, thus, at economic and social progress. In the same way, a greater implication of developing countries in international trade, not as residuary markets to the rest of the world, but as exporters of products and of know-how with added value is a mechanism that finds its place in the arsenal of innovative instruments of development that we try to build with the partners in the world.

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We certainly do not try to transform development cooperation into an instrument of a policy that would be outside its scope. However, it is certain that the reduction of poverty and the improvement of all the criteria of development, including the level of education and school attendance, public health, democracy and good governance, in short, the implementation of the MDGs, also constitute an instrument, – and I would be tempted to say the best instrument, to reduce, in the

future, the root causes of migration when the latter occur, as the Global Commission on International Migration says, not by choice, but by necessity.

Development cooperation, as far as it fulfils its objectives and those of the MDGs and tries to offer a better future to the populations of the South, contributes to the reduction of the migratory flux. However, this reduction of migratory fluxes will never be simply a consequence of the primary and global goal of development that consists of fighting and conquering extreme poverty by strategies that are related to this matter and that must, in order to have any chance of success, benefit from an entire appropriation by our partner countries.

The interrelation between migration and development opens a new field of cooperation to the benefit of all parties involved. This cooperation concerns many countries and regions along complex itineraries of migration. It implies a multiplicity of actors, governments, international organisations, migrants and diasporas, NGOs and the private sector. They are all indispensable actors whose representatives here are crucial to the success of our meetings. Your presence today is therefore very much appreciated. You come from diverse origins and in particular from the continent that has always constituted a priority for Europe, Africa. We must now, all together, analyse the reciprocal link between migration and development and try to make the best out of it through concrete recommendations.

How can development affect or be affected by migration and what must be done in order to make those mutual influences positive?

In the first instance, development policies should address the consequences of migration. They can contribute to helping a country manage a migratory phenomenon by reinforcing

its capacity of reception and its management. They can also contribute to the integration of refugees, of migrants in the reception country, or in the country of origin. This is a very subtle crossing point between humanitarian aid and development.

The fight against the root causes-, the structural causes of migration, is another aspect of the longer term. It could imply development measures, probably more targeted than in the past, in the migrant's countries of origin or regarding issues and sectors more directly linked to the migratory flux. This could imply food security, environment and desertification, the creation of productive activities leading to prospects for the future, professional training, promotion of education or research in the health sector to avoid or to compensate for brain drain. Other policies must imperatively intervene, including the prevention of conflicts and international trade. There must be a greater opening of the markets to products essential for developing countries, such as cotton for instance for some countries of Western Africa (Mali, for example). The European Union is very well aware of the importance of this policy coherence towards development. It decided in May 2005 to implement it in twelve priority sectors including trade, agriculture and also migration.

It is also necessary to limit the negative consequences for development that evolve from the incoherence of our policies in certain domains. I think mainly of public health, as it appears that in this sector, the brain drain from countries of the South to the North is the most damaging. This is for instance the case in Ghana, where the majority of qualified medical personnel has left the country, but also in several countries of Southern Africa.

Between 25 and 50% of university graduates of those countries live today in Europe, in Canada or in the United States. Today, more medical doctors of Namibian nationality work in New York than in Namibia itself. A certain discipline in recruitment should be set up according to the Code of Conduct of the European Union on that subject. I wonder if it could not be possible to imagine for a profession, as crucial for development as is the medical one, a financial mechanism that would allow medical doctors to receive a salary sufficient enough as to persuade them not to seek employment in our hospitals of the North. Whatever may come, the brain drain in the medical sector will be discussed by the Ministers of Development Cooperation of the European Union during their April session. It is obvious to me that this problem of human resources, so crucial for development, must not only lead us to take all national measures to alleviate its negative effects, but will only be solved in agreement with our partners, in the framework of a European approach, in particular to guarantee the doctors and nurses a work environment and work conditions worthy of the medical necessities that they must treat.

Another track that one should explore is the idea already discussed by the European Union in its Strategy for Africa, notably the creation, in Africa itself, of centres of reference for universities and medical schools, for international schools of commerce and for inter-African training networks. Here again, a common European approach would be welcome, as the creation of a true exchange network between students and university teachers is necessary, an exchange that would occur, not only between Europe and Africa, but also between African countries themselves, thanks to institutional and financial support coming from Europe or from large international financial institutions.

As you know, the European Union and its partners of the ACP countries have started a new series of negotiations in order to establish economic partnership agreements between the

European Union and those countries gathered in regional groups. Critics claim that those agreements are only a new means to integrate the ACP countries into the globalisation process.

However, the agreements aim not only to prepare those countries to face the acceleration of international trade, but also to conceive with them policies of economic integration and reform that will not only favour regional exchanges, but would also be able to create a true dynamic of economic growth.

I would like to insist in that respect on the necessity to invest in developing countries. In June last year, in this very room, European and African entrepreneurs and investors, discussed their experiences and their points of view regarding the obstacles and the advantages of investing in Central Africa. I am convinced that private-public partnerships can and must play a role by favouring the mobilisation of funds that are necessary for investments, by creating and ensuring a political and legal climate favourable to investment, and by providing training for the workforce and helping them to organize themselves.

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Trade unions must contribute to the creation of an entrepreneurial climate aimed at employment, which would not only require and create an improvement of the level of education, but would also foster progress in related domains such as the right to work, public health and the basic needs of the population.

Studies have demonstrated –and our conference will largely discuss this aspect of the issue– the particularly useful impact of migrants and of their associations on the social and economic development of their countries of origin. Some migrants are not only potential investors and entrepreneurs, but their professional experience acquired in our countries also could, and should, be used to the service of development. France makes its migrants participate in co-development programs. Belgium has also chosen this path with the MIDA program of the IOM for the Great Lakes Region. Together with our Moroccan partner, we are discussing similar programs. If those experiences can be useful in all the domains of development, I believe that they should be encouraged in particular in the domain of public health that I just mentioned.

Regarding financial remittances, we know that they constitute more than double the amount of the world's development aid, in other words, at least 120 billion dollars a year. Those remittances contribute significantly to the fight against poverty in migrants' countries of origin. A first objective could be to make remittances easier, more reliable and less costly. Although they are private funds, it could be possible to make them contribute to productive investments, to appropriate financial intermediation and maybe financial incentives. In Mexico, for instance, the federal authorities and local authorities replicate the initial transfer, by operations described as 1+1+1, meaning that for each dollar or euro repatriated by a Mexican migrant, the local and the federal State each contribute the same amount, to

community development programs. Why could we not imagine, if it is possible, a similar intervention of development cooperation?

It is certainly not a coincidence that the conference on Innovative Financing of Development that was held on February 28th and March 1st 2005 raised the financial remittance of migrants as a complementary instrument to the new mechanisms that will progressively be put in place. To favour the indispensable and crucial implication of

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migrants in the development of their countries of origin, it is therefore necessary to accompany those financial remittances and to promote close links between the Diaspora and its country of origin. Temporary returns, the sharing of experience, remittances of capitals and investments are not only necessary for development, but they also seem to me to be more than useful in culminating the mutual understanding and tolerance that Europe wants to build with the world.

Women, who constitute more than 50% of migrants nowadays, will, as always, have a determinant role to play here. The rights that they have acquired in our countries will form with other values and other fundamental liberties proper to Europe that invisible part of Europe that they and their family will bring back to their countries at each journey, at each return, at each exchange with their relatives who stayed at home.

Another question that we must touch upon here is the institutional aspect of the collaboration that must be set up between all parties involved. Several channels of dialogue exist: bilateral, regional or on an international scale. How can we improve this architecture? The Global Commission on International Migration has made in that respect some suggestions that we should examine as for instance the “interagency global migration facility” that should contribute to a more global and coherent answer to the challenges of migration. Coherence, however, begins at home, and there will be no coherence in world governance if there is no coherence first, at the country level. Indeed, we know that here and there gaps exist and that some reservations remain in the collaboration between different ministerial departments, in particular between the Ministries of Home Affairs and Development. Mechanisms of dialogue and cooperation should be implemented to surmount them. I am very relieved to notice that in Belgium, perhaps especially thanks to the preparatory works for this conference, a network has been established between all the ministerial departments involved.

Coherence, however, begins at home, and there will be no coherence in world governance if there is no coherence first, at the country level.

At the end of this introductory speech, I would like to launch the appeal that our efforts and our recommendation will be concrete. Theoretical analyses are not lacking; statistical figures are available. We must aim at operational conclusions and at the exchange of best practices. It is in this spirit that our conference has set up workshops that will examine concrete issues.

This conference will not remain without a follow-up. Our efforts should contribute to the preparation of the High-Level Dialogue on Migration and Development that will take place in New York in September 2006. The European Union, for its part, has introduced the question of migration in its dialogue with third countries, in its strategy for Africa and in the European Consensus on Development Cooperation.

The European Council has taken, last December, a series of decisions regarding migration, towards a global approach advantageous to all. What has been decided concerns in particular migration and development. I am convinced that the results of our conference will facilitate their implementation. Our conference will also contribute to the definition and to the implementation of a Belgian policy in that respect.

I hope that this will also be useful for each of us and that we will be able to build with our partner countries, with the diaspora of migrants established in our countries and with all the actors of development, bridges of solidarity and exchange between the North and the South.

Brunson McKinley

Director General International Organization for Migration

I'd like to begin by welcoming you all to this conference on Migration and Development and thanking our co-hosts, the Government of the Kingdom of Belgium.

The link between migration and development is not new. For IOM, recognition of the close relationship between economic development and migration was underlined in the organization's founding resolution of 1951.

What is new today is the velocity of change in global mobility. Globalizing forces, including reduced barriers to the movement of goods, capital and services worldwide inevitably have implications for the movement of people.

What we see today is a shift away from a predominantly negative view of migration and development, which emphasized eradicating the root causes of migration, "brain drain", labour force depletion and rural exodus, to a growing recognition that migration can be an important factor in growth, stability and prosperity.

Even more profoundly, perceptions on migration are changing. What we see today is a shift away from a predominantly negative view of migration and development, which emphasized eradicating the root causes of migration, "brain drain", labour force depletion and rural exodus, to a growing recognition that migration can be an important factor in growth, stability and prosperity.

You will hear much in the coming two days about migrants as agents of development who can benefit both home and host countries through their economic, social, political and cultural contributions. You will hear about the enormous development potential of migration for countries of origin, including for the least developed among them. You will hear about the role of remittances in reducing poverty and economic vulnerability, and in improving sustainable human development.

These are welcome messages, especially given the broadened range of voices echoing them. The private sector, the World Bank, other international financial institutions, migrants associations, governments and academics are today engaged as never before.

Our challenge over these two days is to identify what we as partners can do to realize the potential of migration phenomena for development. What new thinking, what joint activities, what means to strengthen policy dialogue and programming can we pursue together that will bring us closer to achieving our objective?

Integrated Policy Making

As the International Dialogue on Migration at the IOM Council last autumn emphasized, there is a profound need to ensure that migration is integrated into development planning agendas at national and international levels. Much like environmental or human rights, no development strategy should go forward today without considering how migration trends will affect and be affected by it. Migration is that fundamental to development, trade, foreign policy.

Multilateral dialogues including IOM's International Dialogue on Migration, regional consultations and, of course, events such as this are instrumental in bringing all the relevant actors together and improving understanding of the complex relationship between migration and development.

Most policies and strategic development frameworks, such as national Poverty Reduction Strategy Papers and the global Millennium Development Goals, do not systematically integrate migration considerations. IOM has been approached by a number of governments for assistance in mainstreaming migration into their PRSPs and is taking concrete steps to address this need.

At the multilateral level, a key feature of IOM's International Dialogue on Migration is building bridges to related policy domains and actors -- migration and trade with the WTO and World Bank; migration and health with the WHO; and migration and development with national development agencies and inter-governmental partners. We have a responsibility to bring our complementary expertise to bear to address these issues, and we have identified an effective means to do so.

How can we now turn this useful cooperation at the level of dialogue into cooperation at the level of action?

Let me offer an example by way of illustration. In the case of Mauritius, the World Bank is embarking on a trade assessment with a view toward liberalization. As some unemployment is expected to result, IOM is developing labour migration programmes for displaced workers, for example through a possible care-giver programme for Canada. This is an example of how agencies and governments can plan to ease potential dislocations by working more effectively together.

At the regional level we see positive developments too. For example, the Ministerial Consultations on Overseas Employment in Asia, organized by IOM since 2003, expanded last fall to include participation of countries of destination such as the GCC States, Malaysia, the Republic of Korea and Italy. A solid platform was established for further cooperation between Asian countries of origin and destination around the critical issue of overseas employment.

The Ministerial Conference of the Least Developed Countries on Migrants' Remittances, recently concluded in Cotonou, Benin, was another step in the right direction – a step towards deeper engagement of the financial sector in harnessing migration for development.

IOM's newly formed Business Advisory Board, comprised of the CEO's of 14 major corporations worldwide, was formed to bring the business voice into the migration policy debate. To ensure the active engagement of these stakeholders in migration policy dialogue and programming, the theme selected for this year's International Dialogue on Migration is "Partnerships in Migration: Engaging Business and Civil Society".

An IOM programme called "Sustainable Development for Nariño's Coffee Growing Families" aims at reducing poverty among coffee growers and their families in the southwestern Colombian province of Nariño and thereby diminishing migration pressure. This programme is a partnership among Starbucks, Empresas de Nariño, the Dutch government; and the provincial government of Nariño.

Better Data

Better data is a prerequisite for better policy. We need the facts on remittances, migrant networks, labour markets, the impact of various policies on migration and poverty reduction and much more. Sound data is the key to understanding the complex relationship between migration and development and, thus, to effective policy and programme development.

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We also need to develop better indicators to measure the impact of migration on development, if we are to chart the progress that states are making towards the achievement of the MDGs and poverty reduction.

To be able to say that a particular migration policy is "development-friendly" implies some knowledge of impacts and some criteria for assessing policy outcomes. To

date, there has been little systematic evaluation of the effects of migration policies on development. We welcome the World Bank's initiative to devote its considerable research expertise to this task, and have offered to work side by side through our various programmes and activities.

The World Bank's expertise in macro-economics is an ideal complement to IOM's migration expertise. Migrants' legal status, temporary or permanent, and host country family reunification policies can have an impact on the types of payment systems migrants use, the amount of remittances and their use back home. But we simply don't know enough to talk with certainty about the nature and extent of the relationship between these factors. Hence the need for more joint policy studies and -- why not? -- an annual report on migration and development policies.

Individuals and small businesses today need mechanisms to be able to contribute to development of home communities. Promising models exist that encourage partnership for development at this level. IOM's recent survey "Engaging Diasporas as Agents for Development" reveals that governments are actively devising innovative programmes to

reach out to migrants. However, much remains to be done to understand how or if policies and programmes from one setting can be effectively applied in different environments.

Since 2001, IOM has been successfully implementing *Migration for Development in Africa (MIDA)* programmes – a series of capacity building projects whose objective is the mobilization and transfer of knowledge, expertise, finance and other resources of the African diaspora to meet the development needs of African countries.

Recognition of the role and power of migrants and migrants' associations in our societies and the global economy is all the more crucial as individuals and communities are becoming increasingly trans-national, with movement between and allegiance to multiple countries one of the key outcomes of globalisation.

A More Open Labour Market

While this conference rightly focuses on the development potential of migration for countries of origin, the need for more immigration to support demographic and labour needs and to maintain economic growth and development in Europe is widely acknowledged.

We all know migration can help mitigate labour shortages, enrich the human capital of host countries, and improve the flexibility and productivity of their economies. What, can we do to facilitate the gradual, selective and managed opening of labour markets in destination countries?

As legal opportunities for labour migration are still limited, there is a growing supply-demand gap on the labour market, creating a favourable environment for traffickers and smugglers.

Europe is entering an era of labour shortage. The population growth in many European countries is already due entirely to immigration, while Europe's workforce is expected to decline by another 20 million by 2030. These forecasts contrast with projections of growing populations in much of the developing world. As legal opportunities for labour migration are still limited, there is a

growing supply-demand gap on the labour market, creating a favourable environment for traffickers and smugglers.

Businesses want to recruit and move their personnel globally, yet they often face complicated, time-consuming and administrative structures. We need to focus our collective efforts on creating means to better match labour supply with labour demand today and in future. We need to ensure that smuggling rings do not do the matching for us. This is one of the paramount challenges of our day.

More open labour markets in destination countries combined with measures to encourage permanent or temporary return home create a kind of “brain circulation” that can benefit both host and home countries as well as migrants themselves. Approaches of this sort also reduce irregular migration pressures.

Let me give you some concrete examples to help guide our way. Targeted, cooperative approaches for selection and training of personal care and seasonal workers from Sri Lanka and Moldova to Italy, facilitated by IOM, provide useful models. So do IOM programmes for recruitment of Guatemalan seasonal agricultural workers to Canada and Colombian workers to Spain. The Czech Government’s information campaign to actively select qualified workers from Belarus, Bulgaria, Croatia, Kazakhstan and Moldova is now expanding to other suppliers. Korea’s new temporary labour migration scheme is supported by an IOM assessment of the labour migration management capacities of twelve Asian countries. Ask these governments about these experiences. They are leading the way.

A more comprehensive approach in human resource development is needed to meet the needs of both countries of origin and receiving countries. At the same time, Governments will need to adopt more flexible approaches to migration policy that put emphasis on the managed mobility of migrants.

———— **Priority Areas for Action**

First, wider and deeper inter-state cooperation, especially between countries of origin and destination, is a key to a better functioning international labour market.

In that regard, we need not fear that more remittances from a more open international labour market will result in reduced official development assistance. I believe the likely result to be quite the contrary. Effective partnerships, bilateral or multilateral, can enhance prospects for more efficient and better targeted aid.

(...) wider and deeper inter-state cooperation, especially between countries of origin and destination, is a key to a better functioning international labour market.

On the other hand, efforts to develop new international legal regimes or formal institutional structures to promote migration for development are less likely to yield positive results than are voluntary, cooperative efforts building on existing mechanisms and institutions, based on shared recognition of the benefits to be realized by voluntary participation.

Second, we need to promote policy dialogue and closer cooperation between migration experts and development experts, who are still looking for a common language. This means that migration has to be better integrated into development policy planning and national

(...) we need to promote policy dialogue and closer cooperation between migration experts and development experts, who are still looking for a common language. This means that migration has to be better integrated into development policy planning and national plans to reduce poverty. It also means that migration policies have to be more “development-friendly” and include a stronger development perspective.

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Finally, we need to experiment. In order to develop new approaches, we need first to take stock of what works and what doesn't work – this will require better data and analysis. But studies are not enough. We need to invest in new pilot projects and programmes to test out in very practical ways how migration can best contribute to development.

I believe that the time has now come to marshal the good will of the international community. The occasion of the High Level Dialogue on International Migration and Development to be held in the General Assembly in September can serve as a moment for taking stock of where we stand on realizing the positive potential of migration and as a catalyst for future action. IOM stands by your side to work together to usher in a new era of migration for development.



Opening session

Patrick Dewael

Vice Prime Minister and Minister of Interior²

Before getting to the heart of the matter, allow me to offer a few words of introduction.

“Migration and development” has, dare I say it, become a fashionable topic. A goodly number of forums, international organisations have in the meantime recognised the relevance of the subject. I would cite notably the European Commission, and the United Nations, via the High-Level Dialogue which will be held in September in New York. Thus, some people might ask, why the need for yet another conference on the subject?

To this I would respond that this Conference is actually quite original.

Firstly because it is an initiative of three Ministers: those of the Interior, Foreign Affairs and Development Cooperation, three Ministers who wish to demonstrate, in complete transparency, the necessity of developing synergies between these three departments. The goal to be attained is a greater overall coherence of the policies and external actions, and this in full compatibility with the priority objectives of the development policy.

In other words, this is not a matter of instrumentalising the one to the detriment or benefit of the other. The resources devoted to development must remain focused on the central goals of development, which are the reduction of poverty in the world and the other development objectives, notably as elaborated in the Millennium Declaration.

Via these synergies, the hope is to be able to fight more effectively against the profound causes of involuntary migration. Thus, if the aid of the international community makes it possible to influence the migratory movements so that the decision to remain in one’s own country becomes a viable option for everyone, I think that we will have achieved very great progress.

But it is also a matter of examining how migration can become a tool aimed at combating poverty in the countries of origin. Migration will thus be better accepted, and its positive impact on strengthening the links between host countries and countries of origin will be better recognised.

Another original aspect of this conference is its international character. Our partners in this undertaking, the International Organization for Migration, the European Commission, the World Bank but also the participation of many representatives of the countries of origin and of the diaspora demonstrate our concern to move beyond a purely Belgo-Belgian exercise, something that moreover would make no sense in a debate which is resolutely global.

² Translation – Original in French/Dutch.

The increasing globalisation, communication and transport possibilities are generating greater migration throughout the world. People who have few or no prospects in their own region flee to countries where they have a chance to lift themselves to a higher level. Migration increases further as a result of the growing gap between the rich North and the poor South. Until recently, the entire migration policy was viewed from a conservative, defensive and pessimistic perspective. Via more controls on the borders and a strict asylum policy, the various countries of the European Union hoped to keep economic refugees out. At the same time we salved our conscience by sending a bit of development aid to the poor Southern countries. But without success. The number of refugees that try to come here – both legally and illegally – is still increasing, people smugglers are becoming ever more reckless, while in the countries of origin the prospects for a better future remain a remote possibility.

According to the European Commission, the working population in the European Union will decrease by 20 million people between 2010 and 2030. (...) It is high time that we approach the entire migration policy in a progressive, pro-active and optimistic manner. For this it is necessary that all of the responsible political, economic and social actors involved work together.

In the meantime, we have become ever more aware of the necessity of allowing more immigrants in, since the ageing of the population will increase drastically in the coming years. According to the European Commission, the working population in the European Union will decrease by 20 million people between 2010 and 2030. Thus it is high time that we on the European level start with a policy of legal migration with which we above all look for well-motivated people with specific skills who can be quickly integrated into our so-called bottle-neck professions. It is high time

that we approach the entire migration policy in a progressive, pro-active and optimistic manner. For this it is necessary that all of the responsible political, economic and social actors involved work together. On the political level, an integrated approach is necessary from the Interior, Foreign Affairs, Economy, Employment and Development Aid, and this ideally in a European context and in partnership with the various countries of origin.

The objective is clear: we must be able to change over from illegal to legal migration. For this, a variety of incisive measures are necessary which must ensure that people have worthwhile prospects in their own country. This means that the countries in the rich North must help the countries in the poor South – in the first place by increasing our development aid and through debt forgiveness. Internationally it has already long been agreed that each country should devote at least 0.7 % of its GNP to development aid, as agreed in the Pearson Report of 1969. With the honourable exceptions of Denmark and the Netherlands, not a single country currently meets this standard. Five years ago Belgium was scarcely at 0.27 %. Under this government that figure has in the meantime been raised to 0.42 %, and the government has outlined a path by which we will finally reach 0.7 % by 2010. Some may find this rate of growth too slow, but that figure continues to rise, even in these difficult economic times. Despite the budgetary constraints, in 2006 the budget for development aid will once again be increased, and I am delighted about that. This aid must above all be used for basic infrastructure, roads, hospitals, schools, but it must also serve to promote the

installation of democracy, the principles of good governance and the rule of law. In addition, via micro-credits we can also give concrete economic impulses.

(...) development aid does not provide a structural solution. If we want to help the poor countries in a fundamental way, then the rich countries also have to allow them onto our markets, and for that we have to dismantle all forms of protectionism. (...) The dismantling of the protectionism of the rich countries would already offer enormously many prospects in the countries of origin, and therefore reduce the undesired and illegal immigration.

Nevertheless, development aid does not provide a structural solution. If we want to help the poor countries in a fundamental way, then the rich countries also have to allow them onto our markets, and for that we have to dismantle all forms of protectionism. I am thinking of the import levies, the quotas, the production support and the export subsidies above all in the United States, the European Union and Japan. It is the perverse subsidies for agriculture, textiles, steel and many other products which force millions of families, farmers, pickers and workers in the third world to remain in poverty. It is simply insane that, via development aid, we are helping

people in poor countries to create their own products, but that we are then refusing to allow these same products onto our markets. According to UNCTAD, the removal of trade barriers would lead to an increase of the annual export from the developing countries on the order of 700 billion dollars if they could just gain access to the markets of the rich countries. This amount is 14 times more than what they receive each year in development aid. The dismantling of the protectionism of the rich countries would already offer enormously many prospects in the countries of origin, and therefore reduce the undesired and illegal immigration.

At the same time, the European Union must conduct an effective and coherent migration policy whereby we attract those people who can contribute economically and socially to the development of our own countries.

I propose that we think about a system under which we communicate the openings of the various European countries to the third-world countries. We could consider harmonised recruitment procedures, or common hiring conditions, such as knowledge of the language with an eye to the rapid integration of these people into our society. A system which not only is oriented towards university graduates, but towards people with a wide range of skills corresponding to the needs in the different European member states. I know that some will be opposed to this because of the supposedly harmful impact, the notorious 'brain drain'. They will say that people should stay and work in their own country. Personally I do not agree with that. People must be free to work and live in a safe and prosperous environment. I am more of a proponent of 'brain circulation', whereby we would make it easier for people with certain qualifications to come here legally and later to return.

Various studies have demonstrated that emigration also offers a large number of advantages. For example, the trade between the land of origin and the host country increases, more joint

ventures are set up and each year migrants send 70 billion dollars to their family members in the countries of origin. And those are just the official transfer figures. According to some studies, the actual transfer might even amount to 200 billion dollars – a huge amount which sharply increases the purchasing power in the countries of origin. It also increases the chances for other graduates who do *not* leave the country. And finally, many migrants return to their country of origin, bringing their ideas, experiences and resources along with them. A country such as India, for example, sees the emigration of its graduates not as a negative thing, but precisely as a plus point. In this way the country maintains strong ties with the Indian diaspora which is positive for trade and economy.

Finally, I want to talk about my specific powers as Minister of the Interior. As you know, I am an advocate of a correct asylum policy for the benefit of genuine refugees, and this preferably on the European level. Concretely this means that Europe must receive genuine refugees – those who fall under the Geneva Convention and the subsidiary protection - with a generous heart. At the same time, we must send rejected asylum-seekers and illegal immigrants - in a correct, but firm manner - back to their countries of origin. In order to allow this to take place as smoothly as possible, we must take action at all levels. Through dissuasion campaigns in the countries of origin, by helping to take care of refugees in the transit countries, and through good agreements on the permanent return of refugees to the countries of origin. But above all by creating prospects for the future, because only such prospects can and will retain people from fleeing and plunging into illegality.

Hon Papa Owusu-Ankomah, MP

Minister for the Interior

On behalf of

John Agyekum Kufuor, President of the Republic of Ghana

His Excellency John Agyekum Kufuor, President of the Republic of Ghana, has requested that I convey to the organisers his thanks for the invitation extended to him to deliver an honorary opening address at this important conference. Unfortunately, other affairs of state have made it impossible for him to be here with us and he has requested me to extend his apologies and deliver this address on his behalf.

In recognition of the importance of migration to its development, Ghana in September 2004 hosted an International Conference on Migration and Development. This was jointly organized by the United Nations Development Program in Ghana and the Institute of African Studies at the University of Ghana. The Royale Netherlands embassy in Ghana generously supported the Conference.

The Conference helped Ghana to discuss the nexus between migration and development. It served as a wake-up call to us to appreciate better what migration meant to our national development and what we should do to ensure that we manage the phenomena better for the good of the country.

Ghana has thus taken a number of steps towards putting migration high on its national development agenda. The first of this was our admission in the International Organization for Migration, IOM, as a full member last year. We have already started benefiting from our membership of the IOM, which has provided funding for a project to enable us to integrate migration in our national Growth and Poverty Reduction Strategy.

Secondly, the Government has established a unit within the Ministry of the Interior with responsibility, among others things, to coordinate national efforts with respect to migration. Under this unit, an Inter-Ministerial Unit on Migration has been established to help coordinating national activities and policies relating to migration.

The Committee comprises of representatives of the Ministries responsible for Finance and Economic Planning, Foreign Affairs, Education and Sports, Health, Justice, Manpower Development, Employment and Youth and the Ghana Immigration Service together with Universities and major research institutes. The Committee shall help in the formulation of coherent policies as we address the problems associated with migration.

It is our hope that as the work of the unit expands, and migration activities become better appreciated in our national development agenda, the Unit's position will be reviewed to enable migration to receive greater attention.

Remittances from Ghana's diaspora have become a major source of foreign exchange for our development. It is estimated that the diaspora remitted about \$2.5 billion to Ghana in

2003 compared to \$400 million in 2001. This large increase may be attributed to an improvement in the economic and political environment in the country. Of course, these figures reflect only the funds sent through official channels, since a sizeable number of our diaspora use other informal channels, such as person-person and courier services to transmit their funds. These funds are usually invested in real estate or used to set-up micro-enterprises or even to provide social services, like clinics and schools for some communities to complement the services that are normally provided by the Government. The remittances also support households, where they are used to pay education, health care and improved housing.

It is estimated that there are more Ghanaian doctors working outside than there are in the country. (...) The shortfall of doctors and nurses in the country arising from migration is estimated at 47% for doctors and 57% for nurses. (...) It is our hope that initiatives, such as the project being managed by the IOM under its Migration for Development in Africa program (MIDA), with respect to Ghanaian medical personnel in the Netherlands will assist in reversing the brain drain in the health sector.

For Ghana a negative aspect of migration has been the emigration of large number of Ghanaians to Europe and North America. It is estimated that there are some three million Ghanaians living outside the country. This represents some 15% of the population. The health and education sectors have been greatly affected by migration. As in 2002, it was estimated that there were about 1200 Ghanaian doctors working in the United States of America, 300 in the United Kingdom and 300 in Germany. It is estimated that there are more Ghanaian doctors working outside, than there are in the country. In the past decade, Ghana may have lost about 50% of its professional

nurses to the United Kingdom, the United States of America and Canada. The country is also losing pharmacists to other countries. The shortfall of doctors and nurses in the country arising out of migration is estimated at 47% for doctors and 57% for nurses. With respect to the educational sector, the staff situation in the country's tertiary institutions show huge inadequacies in staff numbers, particularly at the level of teaching, research and administrative staff.

It is our hope that initiatives, such as the project being managed by the IOM under its Migration for Development in Africa program (MIDA), with respect to Ghanaian medical personnel in the Netherlands will assist in reversing the brain drain in the health sector.

For us as a country, the critical consideration with respect to migration is to take advantage of the positive elements, such as remittances, and see how we can organise ourselves to make the best of the negative aspects, especially brain drain.

The first step in this exercise is the creation of a national political and developmental framework which makes it conducive to Ghanaians not to want to leave the country for "greener pastures" outside, and to make it possible for those who choose to leave, to decide to send remittances to the country to support the national development efforts. The government has a philosophy of good governance that is reflected in the various measures,

political, social and economic, which are being put in place to promote development. It is our belief that it is within this framework that there has been an increase in the level of remittances into the country, this currently being the third largest foreign exchange earner after cocoa and gold.

To enable the government to dispose of accurate and timely data on migration, the Ghana Immigration Service has established a Migration Information Bureau, which will develop a database which should provide information needed by the Government and the population at large on issues relating to migration. Thus, for example, accurate information on the number of Ghanaian doctors leaving the country and their reasons for doing so. This should help in developing appropriate policies to address the training of doctors as well as consider the issue of conditions of service which will make it more attractive for the doctors to stay in the country rather than leave.

It is Ghana's desire to make Ghanaian diaspora Ghana's 11th region, and a critical and essential part of our development agenda. This, we believe, will also be enhanced with the recent enactment of legislation which will enable them to be registered to vote in all public election and referenda.

It is Ghana's desire to make Ghanaian diaspora Ghana's 11th region, and a critical and essential part of our development agenda. This, we believe, will also be enhanced with the recent enactment of legislation which will enable them to be registered to vote in all public election and referenda. It is our expectation that our development will involve all Ghanaians, regardless of where they are living. To this end, in 2001, Ghana organised the first-ever Home Coming Summit for Ghanaians living abroad, under the theme "Harnessing the Global Ghanaian Resource Potential for Accelerated National Development". The outcome of the summit is guiding our

national agenda on the best use of this important human resource, which contributes substantially to our development.

Although we have a long way to go before realising our goal of addressing the migration and development nexus fully, we hope that with the support of our development partners, and learning from the experiences of others who have travelled the journey, we will be able to move in the right direction.

I have no doubt that this Conference will also give Ghana some new ideas on how to best address the migration and development nexus.



Session I: Migration and development

**“Migration and the Millennium Development
Goals: facts and myths”**

BACKGROUND PAPER SESSION I

Migration and the Millennium Development Goals (MDGs) Facts and Myths

Prepared by IOM

Setting the scene

In September 2000, 189 countries signed the Millennium Declaration, leading to the adoption of the Millennium Development Goals (MDGs), which consist of eight goals and 18 specific targets to achieve those goals. The MDGs are recognized as guiding principles for countries seeking to eradicate poverty and improve the welfare of people and have become a strategic framework of reference for international development agencies.

Millennium Development Goals

Goal 1: Eradicate poverty and hunger

Goal 2: Achieve universal primary education

Goal 3: Promote gender equality and empower women

Goal 4: Reduce child mortality

Goal 5: Improve maternal health

Goal 6: Combat HIV/AIDS, malaria and other diseases

Goal 7: Ensure environmental sustainability

Goal 8: Develop a global partnership for development

Migration is not featured as a MDG and does not figure directly or indirectly in the various targets that will be used to judge progress towards the MDGs themselves.

However, migration can have a direct or indirect impact on all of the MDGs as it is an essential element of the globalization process and represents a livelihood option for many people.

Facts and Myths: does migration affect the achievement of the MDGs?

There are complex bi-directional links between migration and development and this interconnection can have both positive and negative implications for development. The following examples illustrate how migration can affect the achievement of selected MDGs.

Goal 1: Eradicate poverty and hunger

The example of remittances sent by migrants illustrates the complexity of assessing migration's impact on the achievement of the MDGs. In 2005, officially recorded international remittances received by developing countries reached \$167 billion (World Bank). Remittances certainly help reduce the poverty of recipients, as it considered that 60% of remittances are spent on subsistence living (food, shelter, clothing) assuming a

social safety net role at household level and generating multiplier effects, while remittances invested on local development projects and enterprise creation have proved positive long term impacts. However, remittances cannot be seen as a general panacea to poverty alleviation for many reasons: migrants represent no more than 3% of the global population (2003); access to migration is unequal and thus many households do not benefit from remittances; the pressure to support families back home can be a great burden on the migrant; and external financial support has complex long term impacts, such as dependency risks or lack of sustainability at the local level. Another example of the complexity of migration's impacts on the MDGs is the emigration of skilled labour. Although the migration process can directly benefit migrants seeking better life opportunities abroad, the outflow of professionals can lead to skills shortages in the home countries, which in addition to suffering from these shortages lose the investments made in their human resources.

Goal 3: Promote gender equality and empower women

The UNFPA points out that migration can contribute to the empowerment of women by providing women migrants and women whose husbands have migrated with income and greater status, autonomy and self-esteem. However, while migration can lead to empowerment for both men and women, it can also disrupt social ties or increase vulnerabilities. For example, the concentration of women in vulnerable and exploitative service sectors such as domestic work and entertainment means that they are not covered by labour laws in many countries.

Goal 4: Reduce child mortality; Goal 5: Improve maternal health; Goal 6: Combat HIV/AIDS malaria and other diseases

Migration can have both positive and negative effects on the attainment of health-related goals. Evidence shows that diasporas invest in hospital and sanitation projects in their home regions, and significant amounts of remittances are spent on medicine for families remaining in home countries. Nevertheless, the emigration of health professionals often leads to shortages of skills and a lack of incentives and resources to upgrade health services in developing countries, challenging the attainment of health-related goals.

Goal 7: Ensure environmental sustainability

There is a strong link between environmental sustainability and the movement of people. Internal migration in particular poses specific environmental challenges as it contributes to urbanization. However, the out-migration of persons from densely populated areas can alleviate burdens on natural resources and the surrounding environment.

Environmental degradation can be the cause as well as the effect of migration flows. Environmental catastrophes, such as land degradation, drought and desertification can force people to migrate, whereas large displacement of populations, such as refugee flows, can pose and additional burden on local environment and contribute to its degradation.

Goal 8: Develop a global partnership for development

The development of partnerships is essential for harnessing migration for development and can exist at many levels: between countries of destination and origin or gathering public, private and non governmental sectors. Partnerships with diasporas associations in particular recognize the role that diasporas can play as bridges between home and host countries and maximize the benefits of migration through knowledge, skills, business and technology transfers.

What are the policy options?

Factoring migration into plans to achieve the MDGs is a matter of concern for both development and migration policy making. On the one hand it means better integrating migration concerns into development strategies; on the other hand it requires better understanding of how development policies will affect migration patterns.

- What policies and programme can help harness the positive elements of migration by creating an enabling environment in both countries of origin and destination? For instance, how can the development impact of remittances be enhanced and diasporas investments in the home country be facilitated? What policies can promote brain circulation to offset brain drain (e.g. facilitating temporary labour migration, providing incentives for the temporary return of professionals)?
- How to factor migration into development strategies, for instance into Poverty Reduction Strategy Papers, Common Country Assessments and Country Strategy Papers?
- What are the effects of internal migration, especially movements from rural to urban areas, on poverty reduction (Goal 1) and environmental sustainability (Goal 7)?
- Can or should population mobility be restricted in order to minimize the potential negative effects of migration on development (e.g the spread of disease, brain drain etc.), while remaining consistent with the right of every person to leave a country, including his or her own.
- What are the potential impacts of development policies on migratory movements? For instance, improving education might accelerate migration to urban locations or lead to international migration if educated people do not have enough opportunities in their original environment.
- What indicators can better capture the impact of migration on the achievement of the MDGs?

Further reading:

- IOM, 2005, Migration and the Millennium Development Goals, Migration Research Series n° 20
- UNDP 2002, Millennium Development Goals: A compact among nations to end human poverty, Human Development Report, New York.

Conference Report

- UNFPA, 2005, Selected papers on International Migration and the Millennium Development Goals, Marrakech Meeting
- UN, 2005, Investing in Development – A Practical Plan to Achieve the Millennium Development Goals
- World Bank, 2005, Global Economic Prospects, Economic Implications of Remittances and Migration 2006

Sir John Kaputin

Secretary-General African, Caribbean and Pacific Group of States

It is a great honour and privilege for the ACP Secretariat to take the floor at this important International Conference organized by the Belgian Government, the International Organization for Migration, the World Bank and the European Commission. In this regard, I would like to especially thank the Belgian Government, not only for the excellent facilities put at our disposal, but also for hosting the ACP Secretariat in Brussels. To all the organizers, I wish to commend the excellent and timely organization of this meeting.

The ACP Group of States is celebrating its 30th Anniversary, and during all these years, many of you in this room have been involved in activities to alleviate poverty in our countries, which is one of the core objectives of the ACP Group.

In a global partnership centred on human dignity and mutual respect, issues of Asylum, Migration and Mobility are central to the development of our countries, and indeed are cross-cutting issues to almost all the Millennium Development Goals.

We are gathered here at a time when the global community faces numerous challenges, together with related affects and transformations at regional and country levels. In a global partnership centred on human dignity and mutual respect, issues of Asylum, Migration and Mobility are central to the development of our countries, and indeed are cross-cutting issues to almost all the Millennium Development Goals.

Population migration and mobility in ACP States is not a myth, but a simple and concrete fact. It has always been a feature in human development, and yet it has always been changing in time and context. Today, movement of people, forced or voluntary, legal or illegal, constitute an increasingly complex process owing to the inter-related twists of history, geography, economic systems, sociological mores and political ideologies. In recent years, the management of population mobility was too often limited to the regulation of international migration.

Population mobility is the inevitable fact behind migration issues. Migration and mobility constitute one of the major challenges facing ACP States and their development partners. The intensification

The intensification of the movement of capital, goods and services stimulated by an unprecedented growth in communication and transportation technologies, has accelerated population mobility and generated new patterns thereof.

of the movement of capital, goods and services stimulated by an unprecedented growth in communication and transportation technologies, has accelerated population mobility and generated new patterns thereof. Poverty, political conflicts and war continue to adversely affect migratory flows.

The existence of large members of migration workers brings socio-economic benefits to the home countries. But the presence of large numbers of refugees and asylum seekers is an index to the existence of political instability in the home countries.

These movements have contradictory effects. The existence of large members of migration workers brings socio-economic benefits to the home countries. But the presence of large numbers of refugees and asylum seekers is an index to the existence of political instability in the home countries. The ACP Group is committed to deal with all these migratory forms, especially within the framework of the ACP-EU Partnership Agreement, and notwithstanding the

current trend in developed countries for articulating policies aimed at preventing the flow of people from ACP States.

Migration will continue to play a dominant role in the development process of ACP States. However, ACP States have to address the following challenges:

- ensure that people are able to freely and safely exercise their right to move legally between places;
- fight against the phenomenon of illegal immigration;
- engage actively in political dialogue to address the challenges of population mobility;
- ensure the mobility of students and human resources to enhance capacity building for sustainable development;
- evaluate the impact of brain drain; and
- enhance intra-ACP cooperation on issues related to migration and mobility.

The ACP Group of States is considering these issues in a coordinated manner within its institutional framework. In this regard, our Heads of State and Government have constantly underlined the need to follow closely the migration and development nexus in the formulation of development policies, programmes and projects. The Nadi and Maputo Declarations, adopted by the 3rd and 4th Summits of the ACP Group in 2002 and 2004 respectively, are a testimony to this fact as they have specific recommendations on this subject matter.

Our Ministers have also insisted on putting into place the necessary means to support capacities in ACP States for the management of migration flows. As such, they decided to

create an ACP Migration Facility that will finance capacity building in the ACP States to deal specifically with South-South Migration, and migration flows to Western countries.

I would also like to urge the organizers and the participants to collaborate closely with one of the joint Institution of the ACP-EU Partnership, the ACP-EU Parliamentary Assembly. The relevance of the Parliamentary debate on the issues at hand being discussed in this forum, cannot be over-emphasized. I encourage their involvement in the implementation of the recommendations that we will draw from here, and wish to see their participation enshrined in the conclusions of this meeting.

I wish to pose a few questions regarding the mobility of people. How many of us are living outside our countries of birth? How many of us are led, forced to migrate and eventually find means of subsistence outside our countries of birth? How many of us are willingly leaving our countries of birth to get a better chance to study, work, and settle in a new environment?

All those questions should not remain unanswered, and as such, the ACP Group is actively working at defining a common strategy that is people-focussed, based on alleviation of poverty and the eventual promotion of sustainable development. This is why the focus of this conference is so important - to look at possible solutions in a new, innovative and, overall, positive way. Let us join hands, and together formulate concrete proposals on migration and mobility that will complement efforts to effectively address poverty and the challenges of sustainable development.

Let us join hands, and together formulate concrete proposals on migration and mobility that will complement efforts to effectively address poverty and the challenges of sustainable development.

In conclusion, I wish to inform the meeting that the ACP Group is organizing the 1st Meeting of ACP Ministers responsible for Asylum, Migration and Mobility, which will take place in Brussels during the period 11 – 13 April 2006. The main objective of this meeting is to formulate concrete ACP policies on Asylum, Migration and Mobility. The 2nd ACP Civil Society Forum, to be held in Brussels during the period 19 – 21 April 2006 will also have the opportunity to complement the ACP position on Migration and Mobility issues, and to this end, I would like to underscore the importance of Non-State Actor involvement. The outcome of this meeting will serve as a basis for the preparation of the ACP participation at the UN High-Level Meeting on Migration in September 2006.

In addition, the joint ACP-EU Council of Ministers, scheduled to take place in Papua New Guinea during the period 1 – 2 June 2006, will probably consider the issue of Migration and Mobility. Furthermore, the 5th Summit of ACP Heads of State and Government, which is scheduled to take place in Khartoum, Sudan during the first half of December 2006, will have the opportunity to provide further guidance on migration issues.

All these activities manifest the commitment of the ACP Group in addressing the critical issues of migration in relation to sustainable development, and by implication addressing the MDGs.

Danny Leipziger

**Vice President and Head of Network
Poverty Reduction and Economic Management
The World Bank**

I thank you for inviting me to participate in this session on Migration and the Millennium Development Goals which highlights the importance of placing migration into a broader development context. Migration is a phenomenon that reflects economic, social and demographic imbalances across countries and requires a multi-disciplinary approach to understand and influence.

I would like to take this opportunity to illustrate how we view the multi-dimensionality of migration by briefly exploring three broad questions: (1) Why is migration a priority issue in the international development

agenda? (2) Why does the migration agenda require concerted and multi-sectoral action from the development community? (3) What is the Bank doing on migration and development?

Migration is key for development because it affects the incomes and well-being of a large number of people and its importance is likely to increase in the future.

1. Why migration is a priority in the international development agenda?

(a) Migration is key for development because it affects the incomes and well-being of a large number of people and its importance is likely to increase in the future.

Migration accelerated enormously between 1980 and 2000:

- The share of migrants in *industrial countries'* populations doubled from 1970 to 2000 rising from 4 to 8 percent. The stock of immigrants in high income countries increased by 3 percent a year between 1980 and 2000, compared to 2.4 percent in the 1970s (United Nations estimates).
- In addition, to North-South migration, an even larger fraction of migration occurs between developing countries themselves, the so- call South-South migration.

Increasing globalization is leading to greater awareness of the gaps in living conditions and providing clearer incentives for migration.

Migration flows are expected to continue at their current high rates and possibly even increase for several reasons:

- Increasing globalization is leading to greater awareness of the gaps in living conditions and providing clearer incentives for migration;
- Improved access to transportation and communications is facilitating mobility of individuals while enhanced information flows are reducing uncertainty over migration prospects;
- A large share of the population in developing countries is under 14, and they are likely to be more responsive in the near future to migration incentives; and,
- Consolidation of diasporas in higher income countries facilitates the information and social networks required to migrate.

A large share of the population in developing countries is under 14, and they are likely to be more responsive in the near future to migration incentives.

(b) While migration responds to differences in opportunities, it has a tremendous potential to reduce poverty and enhance growth.

In **SENDING COUNTRIES**, migration has contributed to development through improved macroeconomic stability, higher incomes, better human capital and gains in productivity. In particular, remittances and migration:

- Provide access to foreign exchange:
 - Remittances represent a large inflow of foreign exchange: in Mexico, remittances are larger than Foreign Direct Investment (FDI), and in Morocco, they are larger than tourism receipts.
- Offer higher household incomes and more stable income sources:
 - Cross-country evidence shows that a 10% increase in per capita remittances leads to a 3.5% decline in the share of poor people
 - In Thailand remittances worked as a shock buffer during the 1996-99 crisis, when poverty increased by 4.5 percentage points although it could have increased twice as much without them.
- Creates incentives and provide the means to improve human capital:
 - Migration has been shown to increase school enrolment since it has allowed parents to pay fees more easily (e.g., Kosovo)
 - In El Salvador it was found that remittances are the income source with the largest effect in reducing school dropout rates.
 - Households are also willing to keep their children in school since a higher educational achievement is important for their migration prospects, like in Afghanistan.
 - Health status is also improved: In Mexico, children in migrant households have reduced mortality rates by 3 percent and increased birth-weight by more than 10 percent (364 grams)

While migration responds to differences in opportunities, it has a tremendous potential to reduce poverty and enhance growth.

- Provide increased financial resources for entrepreneurial activities:
 - In China, remittances have been used to finance productive investment in rural households
 - In Mexico, remittances represent about 20 percent of total capital in urban micro enterprises.

In RECEIVING COUNTRIES, migration can contribute to growth by increasing the labor force, bringing additional necessary skills and stemming labor costs. The effect on fiscal aspects is generally neutral: the additional expenditures due to social services (health and education) seem to be offset by indirect taxes paid through consumption.

Cross-country evidence shows that a 10% increase in per capita remittances leads to a 3.5% decline in the share of poor people. In Thailand, remittances worked as a shock buffer during the 1996-99 crisis (...).

(c) Migration also brings additional challenges that need to be addressed

For INDIVIDUALS, migration can also represent a very vulnerable process

- A large fraction of migrants engage in *irregular migration*, such as undocumented migration
 - Estimates indicate that about one quarter of migrants in the U.S. are in irregular status (undocumented)
- These migrants usually lack of formal social protection mechanisms such as health insurance or pension benefits:
 - 34% of migrants do not have health insurance in the U.S. compared to 13% among the native population.
- Some socioeconomic groups are particularly vulnerable during migration processes as observed in human trafficking:
 - Among victims of human trafficking in Southern Europe, minors represent an increasing and almost all victims in Albania in 2004.

For SENDING COUNTRIES

- Large remittance flows may lead to currency appreciation and adverse effects on exports, but remittances are a more stable source of foreign exchange and cannot be treated as a sudden and temporary wind flow.
- The increased interdependence could also create other risks in labor markets and income sources:
 - The 2002 political crisis in Ivory Coast affected the migrant population from Burkina Faso. This affected about one fourth of the Burkina Faso population working in Ivory Coast, many of whom returned, cutting-off remittances and increasing unemployment. At the same time, poverty rates in Burkina increased between 5 and 10 percent.
- There is also “brain drain” when an important share of skilled individuals migrate causing a severe reduction in the ability of delivering services or enhancing productivity. This is critical in the health sector across African countries (Ethiopia, Ghana, South Africa)

- In Ethiopia, a survey of recent graduates from medical and Nursing schools indicated that 70 percent of doctors and 62 % of nurses plan to leave the country “whenever they get a chance.”

For RECEIVING COUNTRIES migration also poses some challenges:

- Tax base could be smaller if irregular migrants are significant, but this depends on the tax structure and collection system of the country (direct and indirect taxes)
 - Labor market insertion and social integration may be difficult, and could potentially raise political opposition to migration
- Education services need to respond to an culturally diverse population:
 - The challenges in France, the United Kingdom and other countries show the difficulties in this process.

2. Why MIGRATION requires concerted action from the development community?

Migration is an issue that affects us all, and isolated initiatives may not be effective enough. Policies addressing only one side of the problem may be offset by policies, or responses, in other dimensions of the problem.

In RECEIVING COUNTRIES addressing migration has involved action across multiple fronts:

The delivery of social services can involve communities and organizations to reach out to specific groups by contracting out services:

- In Spain, the Government contracts non government organizations to deliver programs to increase employment among the Roma population which includes some migrant communities.

In developed countries, the private sector has expanded significantly in financial services such as remittances transfer, and other microfinance activities. Public and private sectors are jointly addressing the risks related to money laundering and financing of illegal activities.

In SENDING COUNTRIES, migration requires to be incorporated into their development strategies

Poverty Reduction Strategies are a key component of development policies, but still need to better integrate the opportunities and challenges posed by migration. Some obvious questions can emerge in this context:

- Are education policies taking into account that a sizeable fraction of graduates will migrate out of the country?
- How are labor market and job creation policies accounting for migration patterns in the country?
- How are country strategies accounting for the significant contribution of migrant Diasporas to their social services (i.e. financing health or education)?

- Are migration flows exacerbating inequalities as better-off households are best placed to take advantage of migration, particularly international migration?

The main goal is then to support concerted action by receiving and sending countries, and development organizations.

3. How is the Bank raising the development importance of migration?

The World Bank has a Migration and Development Research Program and other activities addressing main analytical questions.

- *“Remittances. Development Impact and Future Prospects”* Remittances are an important driver of development and financing, and the report describes the different effects of remittances in poverty and development.
- *“International Migration, Remittances and the Brain Drain,”* indicates that education is a key element in both the migration decisions and in the impact of migration. A key message is that different migration processes have skill biases and that country policies should take education and migration linkages into account.
- Global Economic Prospects 2006 *“Economic Implications of Remittances and Migration”* discusses the global trends and relevance of remittances. We explicitly call for policies to make transfers more efficient and, hence, cheaper which would result in better a development impact.

We are also conducting a number of studies at the regional and country level addressing the role of migration in development.

- A recent report on Europe and Central Asia describes the increasing role of circular migration within the region.
- An ongoing effort in Latin America is addressing the distributional effects of remittances. An upcoming book on Africa emphasizes the role of internal and sub regional migration in poverty reduction efforts.
- And about one quarter of Poverty Assessments extensively discuss migration issues in relation to poverty reduction.

Our challenge is now: How to enhance the development impact of migration in our policy dialogue?

Poverty Reduction Strategies (PRS) provide a natural space for dialogue on this subject since PRSs have a broader perspective and a multisectoral focus.

In this context, multisectoral teams engage in policy discussion with client countries and can bring up the migration challenges and opportunities.

The quality of this policy dialogue hinges on three key areas where we are continuing to work:

- Migration information: good quality data is critical to have an accurate picture of the challenges for each country, and will help focus the dialogue. We are working on improving data collection and reporting from:
 - Household surveys and census
 - Administrative information
- Analytical findings on migration and development: Our careful analysis on the impact of migration and remittances on development outcomes, such as poverty, can provide substantive evidence about the effects of specific interventions and what should policy makers focus on
 - This is not only focused on the impact of migration policies, but also on the impact of other policies on migration
- Systematic policy dialogue on migration: facilitating the analytical and policy discussion on migration and development within the Bank as well as external partners.

And this is a great opportunity to emphasize the need for a concerted effort on migration, which can help to enhance the development impact of migration, while managing the risks. We will follow closely the discussion over the next two days and work closely with you to help identify priority areas to focus our efforts.

Bience Gawanas

Commissioner for Social Affairs African Union

I am grateful for the invitation to participate, on behalf of the African Union Commission, in this important Conference on Migration and Development, convened by the Government of the Kingdom of Belgium, the International Organization for Migration, the European Commission and the World Bank and to make this presentation. My presence here today reflects the importance that the African Union attaches to the promotion of dialogue on migration and development within the African continent and between it and the rest of the world.

I have just attended an African wide consultation on Universal Access to HIV/AIDS prevention, treatment, care and support. Two hundred and fifty participants drawn from government, civil society, private sector and faith-based organizations came together, representing 53 African Union Member States. They adopted the Brazzaville Commitment on Universal Access as Africa's contribution to the global process in preparations for the United Nations General Assembly on AIDS. Since the emergence of HIV/AIDS, there has been an unprecedented interest, shown in the activities, initiatives, programs, projects and resources devoted to HIV/AIDS, including the Millennium Development Goals (MDGs). Yet, we are no where near to save the lives of many men, women and children in Africa which bears the highest burden of this disease.

This conference is one of many that the AU has attended and will continue to attend in the future with topics ranging from migration and human resources, migration and security, migration and development and so forth. What explains this renewed interest in migration

For as long as human beings exist and there are ties which binds them as humans, mobility will always be an issue – be it for reasons of trade, family living across many artificially drawn borders, conflicts, hunger, a better life or opportunity. What should be borne in mind is that migration occurs in response to complex factors which cannot be controlled through policing or restrictive measures or phobia.

despite the fact that it has been a way of life for many over the decades? Could it be because we would wish to take forward the global dialogue on social development issues as the means through which to mitigate the causes of migration? Here I refer to the fact that the MDGs are essentially about social development issues. Or have we started to realize the challenges that migration poses to our very well being as citizens of a state or as an issue which should be of concern to humankind? Just like HIV/AIDS, there have also been numerous initiatives (positive and negative) to deal with migration. Whatever the reasons of the activities

surrounding migration, there is no doubt that it has become an issue that no-one can continue to ignore or simply wash away. For as long as human beings exist and there are ties which binds them as humans, mobility will always be an issue - be it for reasons of trade, family living across many artificially drawn borders, conflict, hunger, a better life or opportunity. What should be borne in mind is that migration occurs in response to complex factors which cannot be controlled through policing or restrictive measures or phobia. Because of the focus thus far on control or selective criteria, enforcement agencies have taken on additional responsibilities. However, we also know that such actions require enormous resources, both financial and human. But such actions have also caused untold misery and pain to humanity. The question therefore remains - is migration a problem or an opportunity? Should we continue to manage it in the way we have done thus far without any success or is there a need for a new approach? What tools would we need and what lenses should we wear to differentiate between problems and opportunities?

The African Union has set a development agenda whose effective implementation would assist Africa in meeting the MDGs in their pursuit of bringing immediate benefits to Africans through reduced hunger, improved health and education and access to safe water and sanitation. In this regard, it adopted the Nepad programme, organized various meetings such as the Ouagadougou Summit on Employment and Poverty Alleviation, the Agriculture Summit, Abuja Summits on HIV, Malaria and Tuberculosis and other related Diseases to mention a few. It has partnered with various organisations to reduce child and maternal mortality and morbidity, fight polio, promote educational opportunities and promote conditions of peace, security and governance as necessary conditions for achieving development and the MDGs. The Goals also provide the inputs to economic growth and further development in line with African countries' economic development priorities. Social development is inseparable from economic development and vice versa. The one inputs into the other. "When individuals and whole economies lack even the most basic infrastructure, health services and education, market forces alone can accomplish little" (UN Millennium Report 2005).

There is wide recognition that the social sector has lagged behind the economic sector and the low score in many MDGs warrants greater attention be given to the integration of the social and economic sectors and policies and higher levels of investments in the social sector. In other words, economic growth not for its own sake, but as promoting pro-poor and sustained development. This is fundamentally recognising, as stated in the UN documents, that fighting poverty is an ethical, social, economic and political necessity to face the greatest global challenges of today and an indispensable requirement for sustainable development which should encompass economic and social policies. In this regard, we welcome debates that include discussions of social aspects of macro-economic policies, expenditures in the social sector, forging partnerships for social development, improving public sector effectiveness and social policy as fundamentally addressing values of social inclusion, equity human rights and widening human capacities as we search for ways in dealing with migration.

I am mentioning the above to show that most MDGs directly or indirectly address social development issues, and their successful implementation will in turn depend on the implementation of the commitments for development assistance to Africa's development and on addressing issues related to international trade, economic and financial relations and the social impacts of globalisation. For example, Africa's share of development

assistance, since 2001, has decreased, rather than increased. It will be equally imperative to build the capacity of African governments as the implementing agencies in matters of national development and poverty reduction. Public service capacity to undertake this task is critical. However, it has been hampered. Not only by governance issues, but also by a lack of resources and human capital, including the “brain drain” in key social sectors (education and health). Capacity-building and not merely the provision of technical assistance is the key priority for sustainable development and should be at the core of partner relationships.

If MDGs should remain a fact rather than a myth and if Africa is to achieve the MDGs, accelerated action has to be taken to invest in people. That means investing in key sectors – health, education, environment and infrastructure – to address inequalities, urban-rural poverty gap diseases, amongst others.

If the MDGs should remain a fact rather than a myth and if Africa is to achieve the Millennium Development Goals (MDGs), accelerated action has to be taken to invest in people. That means investing in key sectors - health, education, environment and infrastructure - to address inequalities, the urban-rural poverty gap and diseases, amongst others. Coupled with this is the need for social policy interventions aimed at promoting social justice and equity,

based on a development model that respects both human rights and rights to development. This approach will assist Africa to respond in a meaningful way to the plight of its citizens and provide them with sustainable livelihoods and opportunities.

Investment in people is also directly linked to the movement of highly trained staff. This may have beneficial effects in certain countries receiving these migrants, but in many countries this “brain drain” is a handicap for sustainable development. This is particularly the case when it affects priority sectors for development (e.g. health, education etc) in countries that have limited ability to attract and retain qualified workers. Thousand of intermediate and higher level professionals and executives (including nurses and teachers) still leave Africa every year to establish themselves in countries of the North. The outward movement of human resources has contributed in part to the deterioration of basic social services. This must be of serious concern if one notes that Africa has the highest burden of diseases (mothers die giving birth, children die before they reach the age of five.) and illiteracy rates which are subject to the MDGs. This outward movement has also heightened the dependency of the African economies by compelling them to resort to costly foreign expertise (called technical assistance) in too many areas which in turn creates a widening

Thousand of intermediate and higher level professionals and executives (including nurses and teachers) still leave Africa every year to establish themselves in countries of the North. The outward movement of human resources has contributed in part to the deterioration of basic social services.

vicious circle. Here we need to mention that despite such alarming impact of migration of skilled professional on development, we note with concern increasingly selective migration

(...) we note with concern increasingly selective migration policies by developed countries. We call upon them to support measures which would make it possible to retain such skills in developing countries including improving the socio economic conditions through promoting social development.

policies by developed countries. We call upon them to support measures which would make it possible to retain such skills in developing countries including improving the socio economic conditions through promoting social development. This is not to disregard the immense contribution that those living in the diaspora can make towards Africa's development. However, the focus on Africa's development should not be limited to issues of how to tap into the resources abundant in those living in the diaspora through transfer of funds

or provision of skills, but should extend to the wider questions that have hindered Africa's development.

Over the long term, efforts to manage migration and maximize its benefits need to be based on a consideration and its relation to broader development goals. Furthermore, when a linkage is being made between migration, development and the MDGs, we need to make mention of the Copenhagen Social Development Summit and the commitment to sustainable human development including addressing the plight of the poor, the marginalized and the vulnerable, including migrants. We need to reclaim the language of humanity, social justice and equity and ensure that it is our common duty to create a world fit for human beings no matter where on the globe they were borne.

The AU's vision is that of an integrated, united and prosperous Africa based on the premise that although Africa is composed of various geographical regions and diverse populations, it nevertheless remains a continent populated by people with a shared African vision. In this regard the AU aims to promote the development of common policies amongst African countries towards harmonization of laws, standards, procedures, etc. This also applies to the issue of migration in particular intra-African migration. However, we also realize that Africa does not only interact with itself but also with the world. Today, in an increasingly globalized world, which impacts on human, social and cultural cohesion of people, their economic and political structures and the harmony of their relations with their environment, Africa cannot stand aloof without engaging with this world. In this regard, the development of a common African frame of reference becomes a necessity in order to contribute in a meaningful way to the global dialogue.

What measures should be adopted to optimize the benefits of migration and minimize its negative impacts? Will there be a need for a paradigm shift? Would we need to adopt a comprehensive, holistic and balanced approach that takes into account migration realities and complexities as well as its links to other key social, economic, political, cultural and humanitarian issues? Migration is a response to a complex web of factors and must also be seen within the overall development context. Would we need an institutional framework for political dialogue and adoption of measures aimed at reinforcing respect for human rights of migrants and the promotion of development in Africa?

In conclusion, although the 1990s were seen as a decade of despair, with many social and developmental reversals in Africa, the new millennium and the millennium summits brought us new hope. In particular, the world has come to realize that it has the resources, the ability and technology and the will to do something about ending global poverty. The effective implementation of the Millennium Declaration and the Millennium Development Goals could save millions of lives of Africans who die of HIV/AIDS, and in many other cases of preventable diseases, such as Malaria and TB or live in desperate poverty or encourage those trying to find a new live through migration. The new global partnership could turn the corner for African countries caught in a poverty trap and lift them to the point where they can start to grow and improve the living standards of their people.

The MDGs are not the first time African Governments have tackled poverty. They provide a useful tool for re-energizing partner relationships with the international community within the context of national priorities and a coordinated approach. Such coordinated strategies, using the indicators and targets encapsulated in the MDGs, should be supported and endorsed at all political levels, including Cabinets, national Parliaments, local government and civil society, including women's groups.

Achieving the Millennium Development Goals in Africa is of paramount importance if the African Union's vision and mission for the continent are to be realized, and the objectives of the New Partnership for Africa's Development (NEPAD) achieved. However, it is equally concerned about migration which it considers as one of the social and development challenges of the new millennium. In this regard, the linkage between development and migration is crucial and should be approached from the viewpoint of peace, security and stability, human rights, socio-economic development and sustainable human development. All these are the necessary preconditions and reasons for the attainment of the MDGs.

This is not to argue that the increasing number of immigrants due to insecurity and armed conflict that are leading to the increase in illegal and clandestine immigration and that affect especially young Africans in search for a better life beyond Africa's borders, do not deserve equal attention. Immigrants face discrimination and lack access to basic services or suffer inhuman and degrading treatment and general vulnerabilities, especially in the case of illegal immigrants. These are issues which need to be addressed in a comprehensive manner.

There is no doubt that building effective and close partnership between Africa and its partners, in particular the European Union (EU), is crucial in dealing with migration. This is why, at its recent Summit, the Assembly of Heads of State and Government endorsed the recommendation of the EU/Africa Troika Meeting held in Bamako in December 2005 to convene in 2006 a joint Africa-EU Conference at a ministerial level on the issue. Africa is actively preparing for this important event and will soon be convening an expert meeting on

migration and development in Algiers at the kind offer by the Government to host such a meeting. The AU therefore remains committed to engage in a global dialogue to find a long-term sustainable solution to migration and development.

Nand Kishore Singh

Former Commissioner, Global Commission on International Migration

Chairman of the Management Development Institute, India

It would be fair to say that it is a measure of enhanced consciousness on migration-related issues that such a conference is being held today. We did not miss out what the distinguished representative from Belgium said: This happens to be one of those conferences which is held with the multi-disciplinary approach by the Ministry of Foreign Affairs, the Ministry of Interior and the Ministry of Development Cooperation. This is an example, which would be worth being replicated by many countries and organisations.

Mr. Leipziger has covered the main issues on migration: why it is an issue of priority, why it requires a multi-disciplinary approach and what the World Bank is doing about it in terms of data, the financial sector and in terms of the complexities involved in this process. We all roughly know by now that migration and development have many synergies. Migration is valuable to the countries of origin as when people move out, they move out of the poverty trap, they send remittances, respectively. To what extent remittances are valuable would

To what extent remittances are valuable would depend upon whether they are being used for direct consumption or being channelled into capital creating assets.

depend upon whether they are being used for direct consumption or being channelled into capital creating assets. It depends, largely, on whether the country of origin provides an environment conducive for investment, e.g. banking reforms and systems of transmission that enable multiplier effects to be gained. It is equally useful to know that people who walk out of poverty, e.g. those

who migrate, are not necessarily the poorest. Migration incurs cost of movement, relocation and transition and therefore it is often the “better-off people” who tend to migrate. The people who are left behind are the poorest. It will be interesting to know about those people who are left behind. Do they fall deeper into poverty or do they move out of the poverty trap, seeking opportunities left behind by people who have chosen to migrate? The sustainability of poverty gains will bring out some methodological complexities on how to evaluate the net gains of migration. However, the issues of cost of migration, pattern of the use of migration and these dynamics are part of the process. There is another important issue which was raised, namely the implications of these issues on human resource development and the challenges that the countries of origin face in wanting to inculcate skills and make investments in human resource development, which enables not only larger migration but large development gaps that we fill in a major way.

The IOM Director General Mr. McKinley has raised an important issue in his observation with regard to the country of destination, namely the lack of systematic evaluation on what

happens to migrants in the country of destination. What do migrants do? Do they take away jobs? Do they create social problems? Of course they create social problems. There are problems of integration and cohesiveness. Temporary migration and circular migration is one potential answer. But let us compare it to other aspects. First of all, migrants add to the important need of labour supply; they are not only counterbalancing demographic differentials, but they ensure that cost and competitiveness of activities remain viable enough to be continued. This is an important contribution. It also offers an alternative option to the countries of destination. Instead of outsourcing all jobs that are becoming uncompetitive due to globalisation, the activity itself can continue to remain in the country of destination and only some elements need to be outsourced. The people, who are there, can add to wealth, value to the activity and of course, to the cutting edge of knowledge and technology.

I was reading the other day an interesting article entitled “Rising above the gathering storm” that was submitted to the US Government by the scientific community and the President of the Science Academy”. What is the gathering storm? It is the fact that less and less people in

(...) less and less people in the United States are pursuing science, mathematics, physics, conducting space research or pursuing higher research on health. More and more Asians are needed to fill this huge gap in an attitudinal transition which is taking place in many countries; not merely as an impact of demographic differentials, but as a consequence of various other attitudinal changes.

the United States are pursuing science, mathematics, physics, conducting space research or pursuing higher research on health. More and more Asians are needed to fill this huge gap in an attitudinal transition which is taking place in many countries; not merely as an impact of demographic differentials, but as a consequence of various other attitudinal changes. Therefore, in large number of cases the migrants are adding value and knowledge; they are at the cutting edge of innovation. We need to evaluate the consequences, the plus and minuses for the countries of destination. An

equal measure need to arise to what migration does to all these three countries: countries, origin, transit and destination. This conference and this dialogue is held at a time in which it can well feed into the ongoing process of dialogue at international level that will culminate in the UN High-Level Dialogue on International Migration and Development in September 2006. So what is the expectation? What should the High-Level Dialogue do? How can this important conference contribute to the furtherance of the HLD agenda to which we are all looking forward? The outcome of the High-Level Dialogue must be five folded. And that is where this conference is going to make an important contribution. First of all, and the most obvious is that when looking at the Millennium

(...) when looking at the Millennium Development Goals, adopted in September 2000, we find that migration is critically missing out. (...) It is essential to mainstream migration as an important subject. That is what the High-Level Dialogue should achieve.

Development Goals, adopted in September 2000, we find that migration is critically missing out. The only comfort which we have is on goal 8 that talks about the set-up of a global partnership for development. This is an area that fits very well with having a global partnership on managing migration in a credible way. It is essential to mainstream migration as an important subject. That is what the High-Level Dialogue should achieve.

Secondly, apart from fostering bilateral consultation agreements between relevant players in this field, it is equally important to get regional development banks, the World Bank and countries' development poverty reduction strategies into it. These are important contributions that the High-Level Dialogue must undertake. But beyond this, it must address five critical challenges:

———— **First challenge: The financial dimension**

As pointed out by Mr. Danny Leipziger, it is not easy to collect data. It is very costly. Who is going to take over these costs? How will it be collected? How to collect the cost and coalition of data? It was pointed out very correctly that there is an HRD component to it. In an attempt to harmonise some HRD aspects of ongoing programmes at the World Bank and other development agencies, and produce skill sets which countries may require, we have to be aware of the financial dimension. There are costs involved in creating and enabling investment environments that support remittances as capital and that create assets resulting in poverty reduction and a sustainable kind of this exercise.

———— **Second challenge: Dissemination dimension**

How to allow the opportunities and risks of migration in creating awareness in all three countries – origin, transit and destination?

———— **Third challenge: Research and development dimension**

How to be able to use the data in a meaningful analytical way, which harmonises the medium and long term demand and supply of labour and skills? What does a country in Western Europe need? What kind of labour and skills will it need in the next ten or twenty years? Do they need doctors, software engineers or people with mechanical skills? Do we know where to resource it from? From which countries will we resource it? What kind of education and investment should those countries potent? This is about harmonising long term dynamics and demand and supply of management. This aspect flows out of the research and development dimension.

———— **Fourth challenge: Public and private partnership**

As pointed out by Mr. Danny Leipziger and Director General McKinley, the governments alone are inadequate and we need to foster public and private partnership.

Fifth challenge: Institutional dimension

What kind of institutional apparatus would be useful in order to achieve the inter-disciplinary approach, which must be the end-product of the High-Level Dialogue?

While recognising the depth and multiplicity of these complex problems, I am pleading that the High-Level Dialogue aims at a financial corpus that is managed through an inter-disciplinary process that addresses these five components. What should be the components and ingredients of that inter-disciplinary management of the Fund? Clearly, the World Bank can play a role due to the link to the topic of poverty reduction. Regional development banks and other agencies such as UNDP and IOM, which is engaged in the process of fostering dialogue between individual countries on these complex challenges, shall also play a role.



Session II: Migration policies and development

**“How to achieve greater coherence of
migration and development policies?”**

BACKGROUND PAPER SESSION II

Migration Policies and Development

“How to achieve greater coherence between migration and development policies?”

Prepared by IOM

Setting the scene

- While the need for policy coherence is relevant to most disciplines, it is particularly acute for migration in view of the multi-disciplinary and transnational character of migration.
- Despite the growing recognition of the connection between migration and development, strategic development frameworks and most existing government policies do not reflect this link.
- The failure to factor migration policies into development agendas and vice versa can cause inconsistencies and incoherence in national policies and priorities and in bilateral and multilateral relationships.
- Policy coherence is needed ensure that the development benefits of migration are maximized and its costs – human, social, administrative – are minimized. More than simply avoiding inconsistency, coherence involves seeking synergies between distinct but related policies.

Now more than ever, international attention is focused on policy coherence and the migration-development nexus. At the international level, the Global Commission on International Migration (GCIM) has presented its report to the UN Secretary General and the President of the UN General Assembly, which highlights the need for increased coherence in the migration field. In addition, the High-Level Dialogue on International Migration and Development, planned at the UN General Assembly's sixty-first session in the fall of 2006, will explore, *inter alia*, possibilities for generating policy coherence on migration at the international level. Regional attention is high too: in 2005, the European Commission released a Communication entitled “Migration and Development: Some Concrete Recommendations” highlighting priority areas for the achievement of better coherence between development and migration policies; and the Executive Council of the African Union recently produced a “Decision on migration and development” recognizing the magnitude and impact of migration on development.

What is policy coherence on migration and development?

There are several dimensions to policy coherence on migration and development:

- **Coherence within States:** As migration and development covers a broad range of issues that fall within the competence of different ministries and government bodies (including

foreign affairs, interior, development, labour, social welfare, trade, education and health), it is necessary to ensure coherence between the activities of the government agencies involved in order to avoid that actions in one domain inadvertently prejudice priorities in another. Coherence is needed at all levels of government – central, district and local - to ensure consistent policy formation and implementation.

- **Coherence between States:** Migration cannot effectively be dealt with unilaterally. Coordination and cooperation between States at bilateral and multilateral levels is vitally important to enhancing coherence and, as a result, improving prospects for mutually-beneficial migration. Interstate consultations and cooperation provide an opportunity for developing a common understanding of the relationship between migration and development. In particular, regular and sustained coordination and cooperation between countries of origin and destination are essential to the formulation of policies resulting in benefits for all stakeholders, including migrants and their families. Coordination and cooperation among countries with similar migration profiles can also be constructive for example, in providing an opportunity for exchange of experience and best practices.
- **Coherence among governments and other stakeholders:** While migration is principally the domain of sovereign States, each aspect of migration concerns stakeholders in addition to governments, in particular the business community, trade unions, non-profit organizations and migrant/diaspora associations. Similarly, all relevant intergovernmental and other institutions need to be engaged in their areas of expertise to foster coordination and cooperation on topics relating to migration and development, such as migration data, remittance transfers, global labour markets, etc. As more organizations include migration within their scope of interests, a coordinated approach becomes an important means of pursuing policy coherence.
- **Coherence across migration and related policy domains:** There must be coherence not only between migration and development policies, but also between these policies and policies of other domains that address, touch upon or are affected by migration and development. These other domains include trade, employment, public health, environment and security.

What are the policy options?

- **What efforts can governments make to improve migration and development policy coherence at the national level?** For instance, the Government of the Netherlands has brought together the ministries for development cooperation, and immigration and integration, in consultation with other stakeholders, to explore the various connections between migration and development with the aim of identifying ways in which the two policy areas can be mutually reinforcing. Their work was synthesized in a policy memorandum which, among other things, outlined a number of initiatives to achieve convergence between migration and development policies. In addition, the Belgian Senate has adopted policy recommendations linking migration, integration and development; and the Government of Greece has integrated development concerns into its migration agenda, recognizing that student migration can have a negative impact on

the development process of developing countries if graduates do not return home. Recognizing the inconsistency of providing development assistance to underdeveloped states while continuing the unrestricted recruitment of health and education professionals from these countries, the UK House of Commons (2004) has made several recommendations relating to ethical recruitment practices and support for overseas training of healthcare professionals.

- **What is the institutional architecture necessary for achieving policy coherence between States?** For example, at the regional level, Regional Consultative Processes (RCPs) provide opportunity for dialogue and cooperation on migration issues. The 3d Ministerial Consultations on Overseas Employment and Contractual Labour for Countries of Origin in Asia for the first time included countries of destination, at which common interests of countries of origin and destination in the area of economic migration were identified. Global consultation mechanisms, such as the Berne Initiative and IOM's International Dialogue on Migration, provide additional fora for exploration of the migration and development nexus, among other topics.
- **How can relevant stakeholders such as members of the private sector and civil society (including in particular migrant and diasporas associations) be identified and engaged?** For instance, national databases for voluntary registration of diaspora members can be developed for establishing and maintaining contacts with migrants abroad. Establishing institutional frameworks for reaching out to diasporas – such as special diplomatic missions, consular services and government units designated as focal points for diasporas – can help governments develop positive relationships with diasporas.
- **How can migration policies be more consistent with development strategies?** For instance, a “development-friendly” policy may facilitate the integration of migrants into the labour market of the host country allowing migrants to acquire new skills, in turn facilitating the reinsertion of migrants into home labour markets. As a sense of belonging forms the basis for diaspora interest in the development of the country of origin, ensuring that migrants retain a connection to the home country is another “development-friendly” policy. This could, for example, be achieved by emphasizing temporary over permanent migration programmes, recognizing dual citizenship and granting voting rights to expatriates.

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Hania Zlotnik

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United Nations Department of Economic and Social Affairs**

The Population Division of the Department of Economic and Social Affairs of the United Nations estimates that there are about 191 million migrants in the world (the estimate refers to mid-2005). This number includes all those persons who were born outside the country where they currently live in. It does not, however, represent the total number of persons who have ever migrated worldwide, as many migrants who have lived outside their country for some time and have returned to their country of birth are not included in this figure. Returning migrants are thus invisible when estimates are based on the number of foreign-born persons.

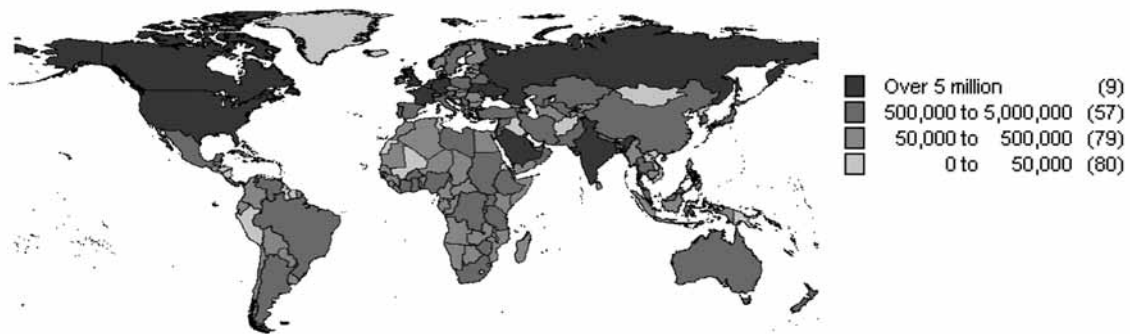
We estimate that today 60% of the world's migrants live in the developed world. (...) From 1990 to 2005 (...), the number of migrants in developed countries increased by 33 million, while in developing countries, it increased by 3 million.

It is important to note that migrants are not equally distributed in the world. 115 million migrants are located in the developed world that, as we know, represents one fifth of the world's population. 75 million, a lower number, live in developing countries. During the past 40 years migrants have become more concentrated in developed countries. We estimate that today 60% of the world's migrants live in the developed world. In addition, migrants are concentrated in very few countries. Today, 75% of migrants live

in only 28 countries. In 1990 the concentration of migrants was somewhat less, with 30 countries accounting for 75% of all international migrants. This small number of countries result from the high concentration of international migrants in the United States. According to our latest estimates, one in every five migrants (20% of the world's migrant population) lives in the United States. The European Union, as a whole, has almost the same share of all migrants, 21%. The developed world is undoubtedly a major magnet for migration flows.

The attached map shows the diversity of countries in terms of the number of international migrants they host. The brown coloured countries are those with the highest numbers of migrants. These countries are mainly to be located in Northern America and Europe, but there are also some in the developing world, such as India and Saudi Arabia, which also display high numbers of international migrants.

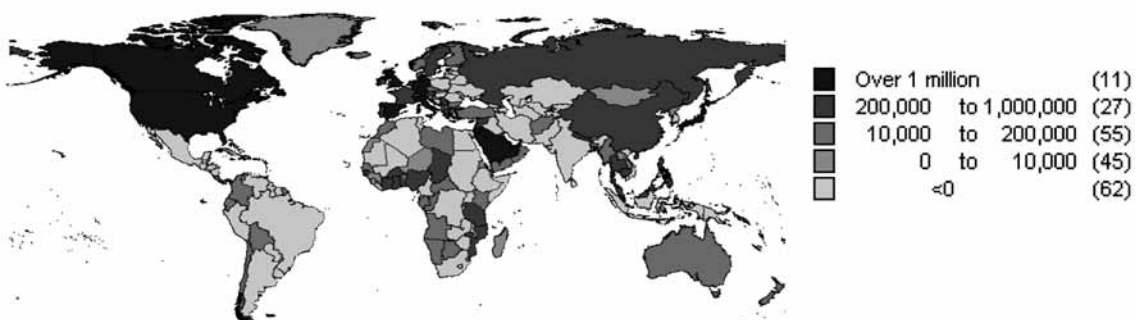
Number of migrants



The last 15 years, from 1990 to 2005, show an asymmetric growth of migrant stocks. Between those two years, the number of migrants in the developed world increased by 33 million, while in developing countries increased by 3 million. The low overall increase in developing countries owes much to return flows that are masked by the overall numbers presented here. As mentioned above, when migrants return to their countries of birth, they cease being “foreign-born” and are therefore not included in the figures presented here.

Most of the increase in the number of international migrants worldwide is again concentrated in a few countries. Between 1990 and 2005, 17 countries account for 75% of the increase in the migrant stock. The United States gained 15 million migrants over that period and Germany and Spain gained 4 million each. One of the reasons for the increasing importance of international migration in the global agenda is the acceleration in the growth of the migrant population in developed countries, associated with rising migration from developing to developed countries.

Change in the number of migrants: 1990 to 2005



The attached map shows the gains in the number of international migrants in the different countries of the world between 1990 and 2005. The dark brown colour represents the countries that gained more than 1 million migrants, including Canada, Germany, Italy, Saudi Arabia, Spain, the United Kingdom and the United States. The yellow colour indicates that the number of migrants declined from 1990 to 2005. Yellow is common among developing countries, many of which “lost” migrants. Some of these developing countries might have experienced an increase of returning migrants that are not reflected in

these figures. Although migration can occur in all directions, South-South, North-South, North-North, South-North, the direction that predominates is South-North, that is, from developing to developed countries.

What does this mean for policy coherence? First, let me define “policy coherence”: a coherent strategy involves a set of mutually reinforcing policies working towards a common objective. This definition suggests that one of the greatest problems in reaching policy coherence is to define the objectives that one wants to achieve. The fact that different people, different constituencies, different stakeholders have, for good reasons, different objectives, makes the attainment of policy coherence a very difficult task.

(...) a coherent strategy involves a set of mutually reinforcing policies working towards a common objective.(...) The fact that different people, different constituencies, different stakeholders have, for good reasons, different objectives, makes the attainment of policy coherence a very difficult task.

Migration is a development imperative. The model of development that we know today cannot be achieved without moving people to where the jobs are. The biggest migration flows are to be found inside countries, as it is inside countries that a redistribution of the productive capacity takes place, a redistribution that requires that people move to find employment. In the framework of the development process, it is part of economic restructuring that the agricultural sector shrinks as the urban sector grows. Countries that have tried to stop such a change have seen their economies stagnate.

International migration is not a necessity as such, but in the world we live in today, it is becoming a very important issue that Governments have to respond to. Although migration occurs mainly within countries, labour demands in high-income countries that are not being met nationally have produced migrant flows originating in both developed and developing countries.

High-income countries have a “structural need” for low-skilled labour in particular sectors of their economies. Why? Because a large part of the population of the developed world is becoming more and more educated. The gross enrolment ratio in tertiary education in developed countries is currently 56%, that is, a high proportion of young people are enrolled in tertiary education. As the labour force becomes better educated, there is a shortage of people willing to work in generally low-paying, hard jobs, including most of those in agriculture, personal services or construction.

Among the high-income countries, those that are developed countries are also experiencing population ageing and, as a consequence, have certain types of jobs that cannot be outsourced. The care of the elderly is only one of those occupations. Yesterday, when I turned on the television, I saw a documentary saying that France expects, over the next decade, to see 400,000 additional jobs generated in the care-giving sector as the need to provide care to home-bound elderly persons and those in retirement homes increases. Since it is not likely that the elderly may be sent to developing countries to be cared for, these jobs

will stay in developed countries. Most of these jobs are structurally necessary. And they are “permanent”, in the sense that the demand for such services will not disappear even if the migrants who often perform these tasks leave. So societies will have to grapple with ways of meeting the rising demand for such services.

At the same time, there is excess labour in middle-income and low-income countries: this excess labour exists because these countries are not generating the jobs necessary for their rapidly increasing labour force. Furthermore, these countries are still undergoing structural changes, experiencing a reduction of the agricultural workforce and a rise in urbanization. Hence, international migration can be beneficial for middle and low-income countries with surplus labour, as a way of relieving, even if to a small extent, unemployment or underemployment.

There are, therefore, common interests between high-income countries that need low-skilled labour and the middle and low-income countries that have an excess of workers. But the problem is that the potential supply of workers from middle and low-income countries far exceeds the demand in high-income countries. That is, the countries that need additional workers cannot open their doors to everyone, because a high number of people might wish to come in. In addition, societies of destination are often reluctant to accept large numbers of migrants for long-term settlement.

Countries that need foreign labour have already begun to let migrant workers in by increasing the possibilities for the legal migration of low-skilled workers on a temporary basis. By opting for temporary modes of admission, the host countries hope to prevent as much as possible the long-term settlement of migrants.

The programmes for the admission of migrant workers allow the entry of migrants by themselves but generally do not permit their families to join them. These programmes have

(...) in order to avoid the inconsistency of permanent jobs for temporary migrants, there could be some provisions for extending the stay of migrants who have become better integrated and who have the potential of being most productive in the economies they live in.

some benefits, especially because migrants have a legal status in host countries and are therefore less vulnerable to exploitation; because, since their families remain in the country of origin, migrants are more likely to send remittances; and because countries of origin may benefit from the return of migrants who may have acquired useful skills while abroad.

But to ensure that the negative aspects of these programmes are minimized, it would be good to de-link the work permits that are used to manage temporary migration from specific employers. That is, in many receiving countries the work permit is valid with respect to a particular employer, a practice that can put workers in vulnerable situations. Tying permits to employers does not allow the labour market to work as it should. If migrant workers can find other employment opportunities, they could be allowed to take them.

Another point to be considered is that, in order to avoid the inconsistency of permanent jobs for temporary migrants, there could be some provisions for extending the stay of migrants who have become better integrated and who have the potential of being most productive in the economies they live in. The economies of developed countries, in particular, will need workers over the long term. It seems worthwhile then to allow sufficiently long stays so as to permit migrants to reach their goals and make the most of the migration experience.

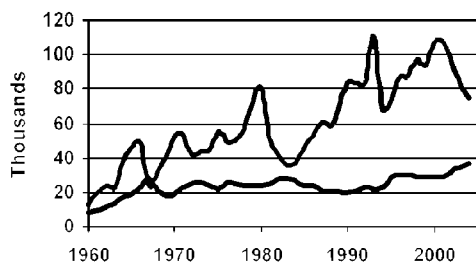
Recruiters are the key movers of migrant workers all over the world. Unfortunately, we know very little about recruitment processes. (...) Recruiters need to be controlled, regulated and, perhaps most importantly, their fees need to be reduced.

Another aspect that is crucial is the recruitment machinery. Recruiters are the key movers of migrant workers all over the world. Unfortunately, we know very little about recruitment processes. Often recruiters are labelled as “smugglers”, even if they are not necessarily illegal operators. Recruiters, most of whom are private entrepreneurs, help migration work smoothly. They are the oil that makes the migration machine function. But recruiters need to be controlled,

regulated and, perhaps most importantly, their fees need to be reduced. Even legal recruitment services are prone to exploit migrants who are willing to pay high fees in order to secure jobs abroad.

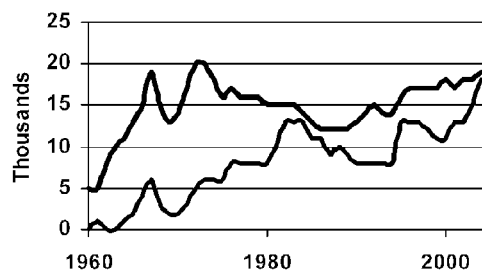
The return of migrants must be planned for. Countries of origin could explore ways of making the return of migrants successful. They could facilitate the repatriation of savings that migrants have accumulated while abroad and provide some training or support for entrepreneurial activities by returning migrants.

Migration flows to the Netherlands



— Inflow foreigners — Outflow foreigners

Migration outflows from the Netherlands



— Outflows, developing — Outflows, developed

The Netherlands is one of the few countries that has good data regarding the departure of migrants. The attached graph shows migration trends for the Netherlands from 1960 to 2005. Note that the Netherlands has always had a large number of departing foreigners. We don't know, however, what happens to these migrants once they return home. This is crucial information to plan for the departure of migrants and their successful reintegration at home. It would be important to have more detailed information on returning migrants but there has not been sufficient interest in disseminating or gathering detailed information on migrants who leave. Even countries that collect some information on departing migrants provide minimal tabulations on the characteristics of those migrants. It would be useful to generate more detailed information to put in the hands of researchers.

The debate on the benefits and costs of international migration is going to be continued at the United Nations next September. In the meantime, the Secretary General of the United Nations, after receiving the report from the Global Commission on International Migration (GCIM), has taken important steps to achieve greater coherence in the United Nations system, with the assistance of our sister organization, the IOM. The Geneva Migration Group is being expanded. In October 2005, the Secretary General convened a meeting of all heads of important agencies and programmes of the United Nations system dealing with migration and the IOM, and asked them what they thought of the GCIM recommendations and how they could move forward to implement them. In response, a report has just come from the Geneva Migration Group suggesting an expansion of the Group so that it can serve governments better by enhancing collaboration and coherence among its member organizations.

The High-level Dialogue on International Migration and Development that will be held at the United Nations in September will provide an important opportunity to hear from governments what their priorities are and how can the United Nations system meet them.

Jan O. Karlsson

Former Co-Chair Global Commission on International Migration

I almost don't believe my ears. What I have heard today gives reason to be much more optimistic than I was when the Global Commission on International Migration (GCIM) published its final report on 5th October last year and presented it to the Secretary General of the United Nations. Let me give you at least one example. This morning we listened to the Belgian Minister of Interior, who gave a very interesting speech. Basically, I made the same speech 4 years ago in the Council of Justice and Home Affairs. At that time I was new Minister for both Migration and Development, and I was at my first meeting with my colleagues at Santiago de Compostela for informal discussions of the work programme of our Council. Perhaps I was not briefed well enough. I thought that I had something natural and self-evident to express when I said that we should not limit ourselves to discuss asylum policy but also tackle the complete coordination of migration policies - "We have a Schengen area, so now we have to go further from there."

It became dead silent in the meeting room. My 14 colleagues stared down into the table. The only thing you would hear was the giggling of Commissioner Antonio Vitorino. He had proposed the same three years earlier and had been brusquely told to be quiet. This happened four years ago, it was in February 2002. And now we are sitting here four years later, listening together to these sound views expressed by the representative of the Belgian government, and we all agree. In this respect, don't tell me that things don't happen in the field of migration.

I think we should be most grateful to the Belgian government and, especially to Ambassador De Clercq, for having taken this initiative to convene this conference on migration and development together with IOM, the World Bank and the European Commission. It is very important that a member state of the European Union is taking the lead. Europe plays a key role in this context. Many of the problems connected with migration are found here, and hence many of the solutions will be found among us in the Union. If Europe could start moving on this, that would be a great help to get things moving also on the global scene. If that takes place, European countries together could go to the High Level Dialogue with a good agenda. For their own action, I think that would put things in motion. As many have already said today, cohesion and coordination begin at home.

(...) cohesion and coordination begin at home.

Switzerland's Ambassador to the United Nations, Peter Maurer, has said that migration is a global thing run by national decision. This is, in a nutshell, the dilemma of international migration, to put it in another way. By mathematical necessity, in every case of cross-border migration, at least two countries are involved, if not many more. Still, all governments make

(...) in every case of cross-border migration, at least two countries are involved, if not many more. Still, all governments make their decisions in the field of migration as if no other country existed.

their decisions in the field of migration as if no other country existed. May I underline, that the Global Commission does not propose that the power to decide who is going to be allowed into a country is taken away from the state; on the contrary, we want to strengthen both the rights and the obligation of sovereign states. But what we do propose is collaboration, that states work

together based on joint basic values, values that the Global Commission has hammered out in six principles for global migration. I see the fact that this conference has come together and the way the whole approach has been taken as a great step forward in the new direction that we indicated in our report. I hope that this will continue at the same pace and that from now on we will see countries work together on their joint basic values.

(...) The Global Commission does not propose that the power to decide who is going to be allowed into a country is taken away from the state; on the contrary, we want to strengthen both the rights and the obligation of sovereign states. But what we do propose is collaboration, that states work together based on joint basic values, values that the Global Commission has hammered out in six principles for global migration.

There is another problem that has not been mentioned much yet. I read in a newspaper today from my home country Sweden that the local governments are reluctant to receive the refugees that the national government has allowed into the country. This is said at the same moment as Parliament has forced the Swedish Government to introduce a more generous asylum policy. The same parties from the National Parliament that pushed such policy are responsible for running a number of municipalities, and they are now saying no to the same refugees. I am sure that you are aware of the same contradictions in your home

countries. This is another issue of cohesion that has to take place inside the country. The same values have to apply in national as well as in local government. To use a phrase from another field, 'all integration is local'. I think that non-governmental organisations, diaspora organisations, and others should play a greater role in the future. But we also see that it is not only a global thing run by national decisions but also a global thing run by local decisions, and it has to work all the way down to the local reality.

Finally, what the Global Commission could see was that the lack of coherence cascades upward into the international organisations. We have been criticizing strongly - not the international organisations themselves but the governments that are the owners of international organisations - for becoming more competitive than cooperative.

The *Geneva Migration Group* was a great effort to start a process by which the international organisations dealing with different aspects of migration were to share their experience,

their knowledge, their know-how, and their resources to do something in common. I am glad to note that this *Geneva Migration Group* is transforming itself into a Global Migration Group, invited to do so by the Secretary General of the United Nations. The whole thing originated from different sources. In our Commission, we made an analysis that one of the members of the Global Commission, N.K. Singh, just presented before this conference. What we want to do now is to go further from the Global Migration Group to what we, in our report, called a *Global Migration Facility* which is exactly to capture the financial dimension of migration and development, to put all the good forces together, to create the global public good of good data which is, as Danny Leipziger rightly pointed out, extremely important and a very costly resource demanding procedure. If we could bring all our efforts together, it would lead to something that is important in the field of migration, namely the global public good of good and reliable data which is the only way to fight the myths that make the migration debate so deplorable.

I will not now reiterate the excellent exercise that N.K. Singh gave us, but if you ask the Global Commission who should do this, we think that it should start by these organisations which will from now on constitute the Global Migration Group. They could create a *Global Migration Facility*, achieving the purposes that N.K. Singh indicated.

Finally, a word about the emerging of a global labour market. I understand that Agnes van Ardenne, as a good sensitive and sensible politician, found that we have to do something about that. Also because that is a pressure towards better coordination, not within governments, but outside governments, and from the parties on the labour market. What you could see in the ILO annual conference in 2004, was that government representatives arrived in Geneva, only to find that the employer and employees organisations had found each other. They had consented to demand coordination of international migration, and started to coordinate their own positions and, as you know, governments were not at all prepared to start this process yet. But they had better shape up because when the transnational organisations - who are today the most vital agents to build up the global labour market - are finding their way to meet the other of the labour market, i.e. the international union leaders, they all find out that they are thinking along the same lines. Then governments will have to move. And this is what I hope, and what the Global Commission hopes will happen in New York, that governments will respond to this convergence tendency on the international labour market. At this conference we can see that some states like Belgium and other international entities such as the IOM, the European Commission and the World Bank have already started moving. So the fact we are discussing it the way we do, is a reason for real optimism in this important field.

Jeff Crisp

Special Advisor, Policy Development and Evaluation United Nations High Commissioner for Refugees

May I begin by thanking the organizers of this important conference on migration and development for the opportunity to be with you this morning.

I would also like to convey the best wishes of Antonio Guterres, the United Nations High Commissioner for Refugees, who very much regrets that he is unable to be with us today. I know that he is looking forward to hearing the outcome of our discussions.

Let me begin my presentation by speculating that some participants in this meeting might be asking themselves why UNHCR should be represented at a conference on migration and development.

On one hand, UNHCR has always insisted that refugees constitute a legally distinct group of people, and has often stressed the dangers of blurring the line that separates them from other international migrants.

On the other hand, the key components of the current discourse on migration and development would appear to have only a limited relevance to the situation of refugees. While the primary motivation of many if not most migrants is to find work, earn an income and learn new skills, refugees move in order to seek asylum and find protection in another state. While migrants increasingly move backwards and forwards between their country of origin and destination, refugees are unable to participate in such circular forms of migration. And while there is substantial evidence to indicate that refugees are both senders and recipients of remittances, the amount of money involved in such transactions is evidently very modest in comparison with the sums transferred by economic migrants.

I would like to present an alternative case, and to suggest that a coherent approach to migration and development must indeed address the situation of people who have been compelled to leave their own country by persecution, armed conflict and human rights violations. And in making that case, I would like to group my comments into three principal observations.

(...) a coherent approach to the issue of migration and development must acknowledge the fact that refugees, or forced migrants as we might also call them, constitute a significant proportion of the people who live outside their country of origin.

First, UNHCR believes that a coherent approach to the issue of migration and development must acknowledge the fact that refugees, or forced migrants as we might also call them,

constitute a significant proportion of the people who live outside their country of origin: some 15 million in total, if those of concern to UNHCR and UNRWA are added together.

More significantly, perhaps, the majority of those people are to be found in African, Asian and Middle Eastern countries that are experiencing a number of important development challenges and development constraints. We would be doing those countries a serious disservice, and missing an important opportunity, if our approach to migration and development were to ignore the presence and impact of refugees in these parts of the world.

Let me be a little more specific on this issue. UNHCR recognizes that refugee populations, especially when they are large in size and concentrated in specific locations, can have negative consequences for the development of host countries and communities. Refugee influxes and refugee assistance programmes can damage the environment, place a strain on local infrastructures, deprive government bodies of talented personnel and disrupt ongoing development activities. At the same time, we believe that if such influxes are addressed in the correct manner, refugees and the international assistance which their presence usually attracts can contribute to the process of local and even national development.

But coherent policies are required to ensure that this objective is achieved. At a minimum, the international community must make development assistance available to refugee-populated areas – assistance that is above and beyond the development assistance that the countries in question would normally receive. Multilateral organizations and NGOs specializing in humanitarian assistance and development must be prepared to work together.

Host countries must incorporate refugee-populated areas into the development planning process (...).

Host countries must incorporate refugee-populated areas into the development planning process, and create an environment which supports the livelihoods strategies of refugees. When refugees are confined to camps for years on end, when they

are kept in isolated, barren and insecure areas, when they are excluded from the labour market and have no access to banking or credit facilities, we cannot expect them to become productive, self-reliant and an asset to the local economy.

A second reason why UNHCR believes that a coherent approach to migration and development must incorporate a focus on forced migrants is to be found in the fact that refugees have an important role to play in the reconstruction and peacebuilding process in conflict-affected countries. In a number of recent armed conflicts - Afghanistan, Angola, Liberia, Sierra Leone and southern Sudan, to give just a few examples - a very high proportion of the population was displaced by the fighting, many of them crossing the border to seek refuge in neighbouring and nearby states. And now that those conflicts have come to an end or diminished significantly in intensity, it has become possible for very large numbers to go back to their country of origin. Indeed, the welcome reduction in the global number of refugees over the past few years can be partially ascribed to the termination of such protracted refugee situations and the large-scale repatriation movements that ensued once a degree of peace was established in the country of origin.

Such movements represent both a developmental opportunity and a developmental risk. If addressed in a coherent and comprehensive manner, large-scale repatriation movements provide national and international actors with an important opportunity to establish new livelihoods, to reconstruct shattered infrastructures, to cement social relations amongst different groups of citizens and to underpin the transition to democratic forms of government.

But when large numbers of refugees and other displaced people go back to their place of origin in a short space of time, there is a risk that they will return to a situation where they find it impossible to find a job, where they are deprived of adequate shelter, where they do not have secure title to any land, and where groups of people who were once engaged in a violent conflict find themselves competing against each other for scarce resources and public services.

There is also a risk that the reintegration and reconstruction assistance provided by the international community will bypass official structures, add little to or even undermine local capacity, and that it will be phased out before any longer-term development programmes have been put into motion. In such circumstances, there is a very real threat of renewed social unrest and political instability, prompting another round in the cycle of violence and population displacement. A coherent approach to the issue of migration and development is one that seeks to minimize such threats and to maximize such opportunities.

(...) we encourage the international community to ensure that the forthcoming High Level Dialogue on Migration and Development interprets the notion of development in a broad, inclusive and rights-based manner, rather than using it as a simple synonym for economic growth.

Third and finally, UNHCR believes that a coherent approach to the issue of migration and development must address the circumstances that force people to abandon their homes, to leave their own countries and to seek refuge in other states. And in that respect, we encourage the international community to ensure that the forthcoming High Level Dialogue on Migration and Development interprets the notion of development in a broad, inclusive and rights-based manner, rather than using it as a simple synonym for economic growth.

According to the UN Declaration on the Right to Development, (and I quote) “the right to development is an inalienable human right, by virtue of which every human person and all peoples are entitled to participate in, contribute to, and enjoy economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully realized.” And, of course, it is precisely because they have not been able to realize their human rights and exercise their fundamental freedoms that 15 million forced migrants are currently obliged to live outside their country of origin.


In recent years, many countries, not least those in the European Union, have expressed concern with regard to the level of resources they devote to the reception of refugees and asylum seekers and the processing of claims to refugee status. UNHCR takes those concerns

very seriously, not least because they have in some instances prompted states to introduce measures which compromise the principles of refugee protection.

(...) a coherent approach towards forced migration and development is one that seeks to avert the armed conflicts, the governance failures and the human rights violations that prompt people to leave their own country and to seek protection in another state.

At the same time, we do not feel that migration, asylum and refugee policies that focus excessively on the issues of cost and control can be considered as coherent. At the risk of concluding with a platitude, allow me to suggest that a coherent approach towards forced migration and development is one that seeks to avert the armed conflicts, the governance failures and the human rights violations that prompt people to leave their own country and to

seek protection in another state. As the Global Commission on International Migration has pointed out in its recent report, a first and essential principle in the formulation of migration policies is that women, men and children should be able to realize their potential, meet their needs, exercise their human rights and fulfil their aspirations in their country of origin, and hence migrate out of choice, rather than necessity.



Session III:
Partnership among
countries of origin,
transit and destination

A: Mali-Morocco-Belgium/European Union

BACKGROUND PAPER SESSION III

Partnership among countries of origin, transit, and destination

A: Mali-Morocco-Belgium and other European countries

Prepared by IOM

Setting the scene:

- The increasing global and regional focus on migration reflects the growing recognition that development of effective and coherent migration management policies requires the collective efforts of states. An efficient migration policy can only be developed through effective partnership between the countries of origin, transit, and destination.
- IOM promotes dialogue and collaboration between countries of origin, transit, and destination, and the elaboration of a long-term strategy that addresses the causes of migration. Within this framework, it is imperative to address such cooperation – at bilateral, multiregional, and regional levels – in managing the challenges and opportunities of migration in relation to development.

The migratory route – Mali-Morocco-Europe: Challenges

Maghreb countries have emerged in the past few years as key destinations for sub-Saharan migrants,³ and as a region of transit for irregular migration flows moving towards the southern part of the European Union (EU). One of the main routes used by sub-Saharan nationals trying to reach Ceuta and Melilla leads from the Gulf of Guinea and the Sahel region via Algeria (Tamanrasset) and Oudja in Morocco. Morocco is one of the Maghreb countries particularly affected by irregular migration. In 2003, more than 36,251 *irregular* migrants coming from sub-Saharan countries were arrested in Morocco,⁴ and between 1999 and 2002, up to 10,000 irregular migrants died crossing the Straits of Gibraltar⁵.

Challenges and problems arising from increasingly irregular migratory movements are common to Morocco and to the EU Member States, emphasizing once more the need for dialogue and for joint approaches, as well as the need to tackle the management of migration flows within the wider framework of socio-economic development.

³ These migrants come from around 40 sub-Saharan countries, mostly from Mali, Nigeria, Guinea, and Sierra Leone. (*Mediterranean Migration Report (2005)*, pp. 200).

⁴ *Mediterranean Migration Report (2005)*, pp. 200.

⁵ *L'immigration irrégulière subsaharienne à travers et vers le Maroc, Cahiers de Migrations Internationales. BIT, 2002.*

Given the fragile socio-economic conditions of these sub-Saharan countries, from which most of the irregular migration flows occur, it is no surprise that such countries find it difficult to alleviate emigration. Such a state of affairs clearly underlines the imperative need of including and encouraging – in overall strategies – development initiatives in regions prone to high out-migration incidence.

Mali is generally considered one of the world's five poorest countries, but is also envisaged as one of the most promising democracies in West Africa. Mali is a traditional country of emigration, with a growing number of its migrants heading towards Europe and North America. Mali citizens migrate for purposes of work, family reunification, and education. One and a half to two million Malians live abroad, usually in nearby African countries such as Côte d'Ivoire (1 million) or other West African countries, including Gabon. Several hundred thousand Malians live in OECD countries. For Mali citizens, migration is perceived as an age-old solution to their difficult socio-economic situation. With the conflicts on their borders exerting additional pressure, the impetus to go farther to Europe and the US is likely to continue to increase. Remittances from migrants abroad are essential to subsistence in many areas of Mali. They also support infrastructure development and social services, including health clinics, schools and roads.

In the coming years, it will be a challenge for the government of Mali to continue to balance its significant stakes in these migrations against pressure applied by many foreign governments (both near and far) to restrict immigration.

How to enhance effective partnership along migration corridors?

Continuous dialogue among countries of origin, transit, and destination should be pursued and strengthened through regular meetings, both at ministerial and technical levels. Facilitating “cluster” approaches to joint migration management between home and host countries – to strengthen diplomacy on migration – will ensure mutual obligations and commitment on both sides (e.g. IOM'S *Programme de renforcement et de soutien au dialogue et à la gestion des migrations irrégulières et de transit au Maghreb en provenance de l'Afrique de l'ouest*) Dialogues and regional processes should result in transnational policies focusing on fostering economic development, democratization, and respect for human rights in countries of origin, as well as developing cooperative efforts to enhance the effects of the three R's associated with migration flows – recruitment, remittances, and returns – to help reduce immigration pressures on transit and destination countries.

At the technical (operational/ programmatic) level(s), an active engagement of relevant actors at local, national, and international levels (including diaspora communities) is needed.

Diasporas can make important contributions to traditional development approaches, both through financial transfers and by the transfer of skills and knowledge acquired in host countries.

What concrete steps should be taken to enhance cooperation along the Mali- Morocco-Belgium migration corridor?

Many migrants and diaspora groups already actively support development initiatives in their home countries, often through private or collective investments in projects or business enterprises. Further efforts are needed in order to enhance knowledge on diasporas in countries of destination and to improve relevant data collection (e.g. number of members, involvement in the development of countries of origin, activities already set up to develop their countries of origin etc). The endeavours, which match the varied and numerous needs of different economic and labour market sectors – both in home and host countries – would reap mutual benefits. To that end, it is imperative to improve available knowledge on the Malian and the Moroccan diasporas in Europe in order to set up an effective triangular cooperation between Mali-Morocco and various EU countries.

Remittances from migrants abroad are essential additions to subsistence conditions in many of the emigration communities. Remittances also support the development of infrastructure and social services, including that of health clinics, schools, and roads. However, given the high transfer fees that still exist, competition among money transfer firms would have to increase to reduce transaction costs and to encourage remitters to use official remittance-transfer channels. Access to banking facilities would thus benefit both remittance senders and receivers. Moreover, the creation of innovative financial products that support and encourage recipients to save part of these remittance flows, and enhance the institutional capacities of credit unions and micro-finance institutions in receiving countries, favour the creation of more effective micro-credit and micro-finance schemes. Economic development strategies oriented along the needs and latent potential of recipient developing countries would also help the creation of effective investment schemes for diaspora communities in their home countries, binding remittances more closely to dynamic development planning.

Other strategies aimed at increasing the development effects of remittances could include financial incentive schemes to raise the volume of remittances, matching the development investments made by migrant associations with government funds, and improving the investment climate for small and medium enterprises. Similarly, the promotion of Home Town Associations (HTAs) as a means of channelling part of remittances towards community projects and the creation of diaspora business networks to mobilize or facilitate investment in home countries would contribute to the objective of deriving maximum benefit from remittances.

It is a fact that a large part of remittances worldwide are spent on construction. In poor countries such as Mali, where construction is relatively more labour-intensive, this sector can occupy a large part of the low- and semi-skilled male labour force. Agro-food, mining, new technologies, and eco-tourism are also potential sectors of interest for the development of Mali's economy.

The socio-economic development of areas with high migratory pressure should be a priority when drawing up a national development policy: shortages in local labour markets can be alleviated through increased efforts for the diversification of production in those regions and through professional training.

South-South-North cooperation can be particularly promising in the field of training through 'training of trainers' mechanisms (for example, vocational training provided by EU countries to Morocco, which could, in its turn, train manpower in Mali – in sectors such as construction, auto-mechanics, and agricultural machinery – with resources provided by various EU countries).

Diaspora communities can contribute to the development efforts of their countries of origin through the transfer of knowledge and skills they acquired via their own migratory experiences. Projects such Migration for Development in Africa (MIDA-IOM), Transfer of Knowledge through Expatriates Nationals (TOKTEN-UNDP) Return and Reintegration of Qualified African Nationals (RQAN-IOM) etc. provide a framework in this sense.

Assisted return programmes have a less far-reaching economic impact, but by helping the voluntary return of some migrants (and aiding the latter's efforts to be self-sufficient), these programmes provide incentives for further cooperation in migration management, to the benefit of all countries involved. Migrants' returns have to be supported by local networks in the home country in order to become sustainable and be part of a broader socio-economic effort (in the country of origin).

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Régine De Clercq

**Ambassador for Immigration and Asylum Policy,
Ministry of Foreign Affairs
Government of the Kingdom of Belgium⁶**

We begin our afternoon with a roundtable in the context of a partnership between countries of origin, transit and destination, taking Mali-Morocco-Belgium and other European countries as study cases. As an introduction, I would just like to say a few words to put the issue into context.

Mali is in western Africa, is economically stable and well managed, but is also ranked 175 on the list of poorest countries. This morning we heard that Mali has 13 and a half million inhabitants. It is traditionally a country of emigration – 4 million Malians live abroad, including approximately 1.5 million in the Ivory Coast, which is currently politically unstable and in difficulty economically. A large number of Malians can also be found in

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Europe. Just to cite France, there are 300,000 Malians according to estimates. The demographic growth rates in Mali are substantial (we heard 3% this morning), which means that the current population of 13.5 million will be 40 million in 2050. The country has a northern border of 4000 km right in the middle of the Sahara, which is quite difficult to monitor. The migrants that we find in other countries, including in Europe

but also elsewhere, are young, lacking qualifications and very often migrate for economic reasons. Migration is a tradition especially in the south-western part of the country but it appears that some aspects of international trade policy have an effect on migration itself, in terms of the push-factor, i.e. international policy on cotton and international cotton subsidies. In contrast, we also see that the country is cruelly lacking in certain types of labour, for example, in construction, agribusiness and in tourism. We know that human traffickers earn a lot from migrants who pay €4,000-5,000 for passage.

The second country concerned in this case study is Morocco, which is on the transit route for many of these migrants. Morocco is undergoing intense public debate at present on the issue of migration (which is much more intense than in other Maghreb countries), thus mobilising political parties, the media and the universities. It is a country that is faced with the challenges of transition from a traditional country of emigration to a country of

⁶ Translation – Original in French.

immigration and transit. Morocco itself has a limited capacity to absorb foreign labour and is already experiencing difficulties in creating sufficient jobs for its own young people. 400,000 young people come onto the market each year, whereas approximately 160,000 jobs are created annually.

The third party in this partnership is Europe and Belgium in particular. I think that Europe has a responsibility with regard to this situation. We cannot leave Morocco to bear the burden or Mali to cope with the structural causes of the emigration that it is experiencing. Even though it is a quite difficult, in an auditorium as large as this and with so many people, I would like us to see how we can act concretely together under the auspices of a real partnership. When I say *together*, I am referring to governments, acting south-south-north (on the basis of bilateral, triangular or multilateral action, in the form of economic cooperation in the field of development and even in the area of public order) and the other players in the auditorium, i.e. NGOs, international organisations and the Diaspora. I hope that the discussions in this session will enable us to determine how all of these entities can play a role in this problem while leading to the compilation of a brief inventory of best practices that already exist in this field and new ideas on what can be done in the future.

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The issues of migration and mobility in general comprise one of the main urgent questions of public interest in our time, and one of the main challenges of the millennium. During the past 10 years, the intensification of movements of capital, goods and services, stimulated by unprecedented growth in transport and new communication technologies, has accelerated the mobility of peoples and generated new trends. Poverty, political conflicts and wars continue to feed and influence migratory flows significantly.

According to the final report by the Global Commission on International Migration (GCIM) submitted to the Secretary-General of the United Nations on 5 October last, the unequal geographical distribution of socio-economic opportunities plus the problems of governance and respect for human rights, which are generally the source of migratory flows will mean that the number of people seeking to migrate will increase substantially in the coming years. Moreover, the number has risen from 75 million in 1965 to some 200 million in the past thirty (30) years. This means that today, migrants are present in all regions of the world, with all that this entails in terms of problems to be solved, but also opportunities to be seized by the states of origin, transit and destination.

According to the United Nations, the examination of the phenomenon of migration at global level shows that the number of persons born into a foreign country has increased everywhere and that one person out of 35 in the world is an immigrant. The phenomenon is notably perceptible in Africa where migration is extremely varied and fluid and where the projections state that by 2025, one (1) African out of 10 will live and work outside his country of origin if the current trends continue.

For various reasons, Africa has been emptied by a sizeable section of its resources, which undeniably comprises a brake on its development. It is estimated that at present some 80,000 qualified people leave the African Continent each year, including approximately 23,000 executives or professionals. The brain drain is the most significant cost of migration for African countries, in view of the limited stock of qualified staff in these countries. According to the International Organisation for Migration (IOM), 40 % of African countries have 35 % or more of their university graduates living abroad.

However, the phenomenon of migration does not just have negative effects. Migrants also know how to be a stimulus for development and facilitators of co- development for their country of origin, which is healthy. To succeed in developing genuinely, Africa needs the support of all of its children (both those at home and those abroad). The scale and importance of migration require the countries concerned by the issue to make migration a

⁷ Translation – Original in French.

priority topic of their development policy. At the request of the organisers of this conference, the presentation that follows will focus on the case of the contribution made by Malian migrants to the development of their country of origin.

I. Mali as a country with a strong migratory tradition

A) The history of migration

As a pivotal country in the heart of West Africa, Mali has been both a land of immigration (i.e. a country of meetings, of a mixing of ethnic groups, religions and cultures, which has led it to be dubbed a crossroads of civilisations) and a land of emigration (i.e. a country from which a substantial portion of its population has left for other vistas) since time immemorial.

Very early on, particularly favourable human and physical conditions facilitated the birth and expansion of the biggest empires in Sub-Saharan Africa (the Empire of Ghana in the ninth to eleventh century, the Empire of Mali from the twelfth to the sixteenth century and the Songhai Empire from the fifteenth to the seventeenth century).

Enormous agricultural and mineral wealth, notably gold, as well as the climate, made these empires genuine Eldorados, drawing in groups of various origins such as North Africans, people from the Middle East and Europeans, etc. Towns like Aoudagost, Timbuktu and Djenné were among the largest cities in the Muslim world and exercised an irresistible attraction not only on traders but also on cultured people and tourists.

Mali was, therefore, a genuine melting pot for centuries. Today, however, it must be said that this period of splendour is now in the past. The vicissitudes of history and political-economic circumstances have gradually made Mali, which was formerly a country of residence, a major country of emigration, notably from the second half of the nineteenth century. The main reasons for departure at the time were trade and a search for work in plantations in coastal countries or in the peanut regions of Senegal (migrant labourers).

Following independence, the migratory phenomenon became accentuated and opened up to the rest of the world. From the 1970s Mali slowly but inevitably became one of the main countries of emigration in West Africa. The host countries diversified and Malians found themselves practically throughout the world.

1. *Reminder of causes of departure*

There are multiple, varied causes of departure. For Malians, migration comprises a response to a complex series of factors that can be grouped into two large categories: the internal causes or 'factors of departure' and the external causes or 'factors of attraction'.

a) Internal causes or 'factors of departure'

Here, we can cite:

- religion which has been and remains the source of many departures,
- trade,
- Negro slave-trading which depopulated the entire Continent (forced migration),
- ambient poverty, the lack of prospects and opportunities and unemployment,
- wars or armed conflicts that have fed many migratory flows,
- political instability, poor governance, nepotism and corruption,
- bad working conditions, low salary levels and professional isolation in the case of executives in particular,
- years of drought,
- the reuniting of families,
- the increase in flows of information about potential host countries,
- the relative fall in transport costs,
- the cultural aspect which views travel as a factor in healing and enhancing a person's value.

b) External causes or 'factors of attraction' in potential host countries

In the case of Malian migration towards developed countries, we can cite:

- the ageing of the population in these countries due to the fall in the birth rate and the resulting pressures on social security systems,
- the prospect of greater security and greater political freedom,
- better opportunities due to a shortage of qualified labour in the majority of these countries and the consistent growth in demand in this sector,
- higher salaries and therefore a disparity in income between these countries and Mali,
- better technical and professional development,
- the granting of studies bursaries,
- the possibility of employment in international organisations with headquarters in these countries,
- the possibility of benefiting from education and better quality healthcare.

2. Regions or zones of departure

All of the regions of Mali are zones of emigration. However, the region of Kayes in the west of the country bordering on Guinea, Senegal and Mauritania is and remains the area with the highest number of candidates for departure abroad.

3. Main destinations

Of the number of regions or countries with a high concentration, we can cite:

- Africa, which hosts the largest contingent and notably:
- West Africa: the Ivory Coast, Senegal, Burkina Faso, Ghana, Nigeria, Niger, Guinea, etc.
- Central Africa: Congo, the Democratic Republic of the Congo, Angola, Gabon and Cameroon.

- Europe and especially France.
- the Arab countries (Libya, Saudi Arabia, etc.).

It should be noted that Malian emigration has occurred to countries in South- East Asia (Thailand) and North America (the United States, Canada) for some time.

4. Composition of the migratory flow

Whether it is forced or voluntary, Malian migration affects unqualified workers, qualified workers (executives or professionals), asylum seekers or refugees and an increasing number of women. The latter currently account for 48 % of all international migrants at the level of the Continent. The feminisation of African migration is one of the biggest changes in migratory patterns on the Continent in recent years.

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5. Sectors of activities

The Malian Diaspora is currently found in all spheres of activities and also involved in trade, brokering, the agricultural sector, factories and various construction sites, but also universities, research centres and international organisations such as those mentioned above.

B) The scale in figures of the Malian Diaspora

Subject to an accurate evaluation which has yet to be conducted, it can be asserted that there are an estimated 4,000,000 expatriate Malians including over 3.5 million in Africa and over two 2 million in the Ivory Coast alone. They represent approximately 25 % of the country's total population.

The Malian community living abroad has never formed the subject of an exhaustive listing. In the absence of a demographic quantification, it is difficult to give an exact figure concerning the number of our fellow expatriates.

However, the period reports supplied by our different Diplomatic and Consular Missions and the estimates supplied by these same Missions for the requirements of presidential elections in particular, give some

indications close to reality. Subject to an accurate evaluation which has yet to be conducted, it can be asserted that there are an estimated 4,000,000 expatriate Malians including over 3.5 million in Africa and over two 2 million in the Ivory Coast alone. They represent approximately 25 % of the country's total population.

II. Migration and Development in Mali: the impact of migration on the country's development

In itself, it is good for Africa in general and Mali in particular for a quality Diaspora to highlight the country's talent across the world. However, in parallel to such showcasing of talent which can only reinforce the country's brand image, it is also desirable and wanted for expatriate Malians to be or continue to be involved in the development process their country of origin on the basis of the assets they hold as well as the incentives that the country of origin can offer them.

A) Some examples of the trump cards held by the Malian Diaspora

In terms of developing their country of origin, the Malian Diaspora has undeniable trump cards including:

1. Affective capital: the quasi umbilical link which links the migrant to his home country despite distance (the migrant's community awareness),
2. Financial capital (the scale of the monetary transfers generated by the Diaspora),
3. Technical skills enriched by the knowledge and experience accumulated in the countries of residence within International Organisations or in public or private businesses (know-how, expertise and ability to make change),
4. Its position as a link between the country of origin and the host country,
5. Pragmatic knowledge of the terrain,
6. 'Social capital', referring to the often rich network of relationships among migrants.

B) Offers or trump cards held by the country of origin

1. Offers of business and employment opportunities

Mali has an enormous development potential at the demographic, human, economic, artistic and cultural levels.

1.1. At the demographic and human levels due to its high birth rate, Mali has a young population that represents over 50 % of its total population and if you say youth, you say liveliness of mind, physical strength, enthusiasm, etc.

1.2. At the economic level its subsoil has quite varied raw materials, its soil has vast areas that are suitable for agriculture and animal husbandry and its river basins are among the best stocked with fish in West Africa.

1.3. At the artistic and cultural level it is a reference for the entire world.

2. *The new political situation*

This notably includes the democratic experience that the country is experiencing and which is cited as an example. There is also the decentralisation process underway. These are so many trump cards that argue in favour of greater freedom of action, greater assumption of responsibility both at the individual and collective levels and greater involvement.

Based on the enormous potential cited above, we must create, imagine, innovate and convince ourselves that there is no real independence without work and that the people of Mali will always realise their hope, in other words, build the Mali of our dreams, through work.

In this struggle for greater assertion of the country, the support of our Diaspora is strongly sought after because, as our proverbs and adages say 'a flock of birds makes noise'; 'a single finger cannot lift a pebble' and 'a single arm cannot embrace a baobab'. We therefore have to unite our forces, combine our efforts, and integrate the contribution of all of the country's children into the effort to develop the country.

In our humble opinion, there are numerous, varied ways of becoming involved. It is necessary to list them as exhaustively as possible and to exploit them.

C) The different forms or ways of involving the Diaspora

For various reasons (personal, political, economic, legal, etc.) involvement includes several forms or modes including:

- remote involvement,
- return or a temporary stay,
- definitive return.

1. *Remote involvement*

A fine analysis of the migratory phenomenon reveals definite spin-offs for the country. According to the literature, this generally takes the following forms:

- Transmission of funds to support families and funds intended for investment and development and through community projects in particular, which in many cases greatly exceeds public development assistance,
- Defence of the interests of groups from the country of origin in host countries,
- Mediation for the transfer of skills and technologies intended for the country of origin,
- Encouragement of trade between the host countries and the country of origin.

In total, the involvement of the Malian Diaspora in the country's development is multiple in form (economic, social, cultural, etc.). It is both structural (i.e. permanent) and business cycle related (i.e. occasional).

The structural dimension of involvement ranges from the traditional and permanent forwarding of support funding as subsistence for families who stayed at home to large-scale

private investments, notably in industry, transport, trade, the habitat and community development through the construction at village level of schools, health centres, roads, agricultural tracks, small water-holding dams, wells, irrigated areas, bridges, places of worship, etc., all with funds from contributions and 'prospecting' decentralised cooperation institutions in the host countries.

The region of Kayes, which is one of the country's biggest centres of emigration (among other things due its rather severe ecological and climatic conditions and a recognised travelling culture among its inhabitants), is also the biggest beneficiary of this type of intervention. According to the study on the value enhancement of the savings of Malian migrants in France carried out in 2004, the Malian Diaspora in this country alone injects an average of 120 billion CFA francs annually. For their part, the country's banks have recorded over 100,000 accounts belonging to our expatriates, which bolster the financial strength of these establishments.

On a cyclic basis, the Malian Diaspora showed its solidarity with its home country each time the latter felt threatened as was the case with the invasion of locusts in 2004 when it contributed over 100 million CFA francs sent in record time. The same patriotic reflex was seen when the country's honour was at stake as was the case during the preparations for CAN 2002 when it made a big contribution to creating the infrastructure needed to host the event. This refuted those who doubted the success of the event in view of the country's poverty.

2. Return or a temporary stay

Apart from holidays and business travel, this type of stay specifically happens in Mali's case at the Higher Education level or among expatriate executives who offset the shortage of teachers in some scientific fields through the TOKTEN programme. This is financed by UNDP and UNESCO, France and Mali and has been in effect since October 1998.

2.1. The TOKTEN programme:

This programme is as follows:

a) Genesis and justification of the Programme

It is widely recognised that some of the best-known professionals in the world are natives of developing countries. However, it has been noted that the majority of these professionals live abroad. This most often means that their home country does not benefit from their skills. This phenomenon commonly called the 'brain drain' has substantially affected the quantity and quality of the human capital available for their countries of origin which are trying to attain sustainable development.

To enable developing countries to benefit from their national expatriates, the UNDP has implemented a major programme called TOKTEN (Transfer Of Knowledge Through Expatriate Nationals) in 1977.

In the context of the TOKTEN programme, expatriate executives and experts from developing countries return to their countries of origin for short periods (from one week to three months) in order to make available the knowledge they have acquired abroad, with the main motivation of participating in their country's development. Approached in the context of voluntary work for assignments that are often awarded to international experts that are not more qualified than they are, TOKTEN consultants have the advantage of knowing the terrain and their services are much less expensive than those provided by international experts.

By using this expertise, the beneficiaries generally find a solution to their problems at a lower or zero cost, with UNDP paying the travel and living expenses. For their part, the consultants get great moral satisfaction from the experience by contributing in this way to the development of their country.

b) Goals

The main goal of the Programme is to use the skills of expatriate Malian university graduates to help to:

- i) offset the lack of qualified teaching staff,
- ii) improve the quality of third-level teaching and training (university, colleges, centres and institutes, research),
- iii) open up the university to the outside world,
- iv) develop and maintain relations among consultants/universities/institutes,
- v) support the administration and (public and private) companies.

c) Implementations

Since its implementation in October 1998, the Programme, which is a flagship project for our young university, has reached the goals assigned to it efficiently and significantly. Among these we can cite:

The directory of consultants

- A directory of 257 potential candidates for teaching and research activities and the receipt of numerous gifts of IT equipment and documentation, from national expatriates,
- 12 interuniversity cooperation agreements signed out of a total of 16 agreements initiated,
- The establishment of a flow of exchanges and transfers of skills between expatriate consultants and their 'local' counterparts.

Consultancy assignments

These amount to a total of 309 teaching and research assignments that made it possible to respond to pressing needs at the level of university structures in fields as varied as lectures, scientific conferences, supervision of theses, DEA and DESS, the organisation of reflection workshops (including trainers and users) in areas of scientific, technical and professional training, continuous training of teaching staff, technical and administrative support, etc.

These assignments were completed by some 150 expatriate nationals in the different higher education institutes in the country.

Scientific events

Every two years, scientists from the Malian Diaspora unite within Maliwatch to organise scientific meetings in Mali around joint thematic conferences covering a wide range of disciplines and vital interests for the reinforcement of scientific research and higher education. This event was held in Mali and in Africa from 2 to 5 August 2004 to take stock of progress made by African research institutes and by the Diaspora. It allowed the latter to meet a new generation of Malian scientists and to launch promising partnerships with colleagues coming from the entire Continent and elsewhere.

d) The advantages of TOKTEN

Among the advantages of the Programme, we can cite:

- Speed of execution: (it should be remembered that) just a few weeks (2 to 4 weeks) are needed for a consultation assignment;
- Efficiency: expatriate national staff are less demanding than foreign expatriates from bilateral or multilateral cooperation and are accepted more easily, because they are familiar with the reality of the country. This national expatriate staff also evolves in an active scientific environment and allow their 'local' colleagues to benefit from it through the Programme;
- Savings: the services are less expensive than those provided by foreign experts;
- Constant monitoring: the contacts made during the assignment are maintained and reinforced after the consultant returns to his country of residence;
- The psychological and political aspects: a climate of confidence and conviviality is quickly established between the consultant and his contacts (entourage);
- Maintenance of a patriotic and family link: the Programme allows its beneficiaries to renew contact with their home country and families.

e) Suggestions relating to the Programme

In order to increase the impact of teaching assignments, it would be relevant to link teaching with research. With this in mind, local counterparts could carry out research projects in a pool with national expatriate consultants in the context of a more dynamic and more operational partnership and thus benefit from the support of expatriate consultants. This strategy could lead to the creation of thematic research groups resulting in publications and prepare for the foundation of scientific and cultural associations. It is therefore important for consultants to support local counterparts with research or to initiate it in the context of joint supervision of theses.

Conclusion

In a nutshell, the intervention by the UNDP (the main source of financing) has had a catalytic role, by acting as an example for other African countries (like Benin and Senegal) which were inspired by the Malian model of *'reinforcing capacities through expatriate*

nationals' to transform the 'brain drain' into a 'brain gain' to some little degree and to awaken a legitimate desire among some expatriates to return home definitively. Based on the undeniable gains of the Programme and to maintain intact the fantastic rush of patriotism and solidarity, raised by experience with teachers and researchers, we envisage negotiating its extension to other sectors such as health and agriculture with our development partners.

2.2. Special cases of temporary return:

At this level, we could for example quote the cases of:

- Malamine Koné, an equipment supplier to many clubs and some national teams whose current support for Malian sport and charity organisations in the country is known and welcomed by everyone,
- Zoumana Yoka Bernard in transit, transfer of funds and travel agencies.

3. Definitive return

3.1. Special cases:

Among other examples, these are illustrated by the case of Dr. Cheick Modibo DIARRA who has established fields of excellence in Mathematics, Dr. Youssouf Issabré who founded the Bio-Mérieux Institute in the field of medical research, the industrialist Bakary Cissé who has bought a textiles factory in Mali and his counterpart Mamadou Kagnassi who is developing with the Aiglons Group in various sectors in Mali and elsewhere in Africa.

The other major illustration of this definitive return is provided by the initiatives taken in the field of decentralised cooperation and co-development which we wish to present to you briefly.

3.2. Decentralised cooperation and co-development:

3.2.1. Decentralised cooperation:

a) Many interventions by Expatriate Malians (and notably those in France) in the process of developing Mali and especially their region of origin include 'prospecting' decentralised cooperation institutions located in the territory of the country of residence (during the mobilisation of funding phase). As a result it is possible to consider this form of cooperation as a real accelerator of development from the time that it reduces the intermediaries between the donors and beneficiaries and to encourage it among the other Malian diasporas. The experience of PADDY (Programme to assist durable development in Yélimané), which started as a circle in 2005 in the circle of the same name and involves the town of Montreuil in France, the village of Hai- Duong in Vietnam and the FAO, is very instructive in this respect. This project mainly aims at increasing food self-sufficiency and income, improving the management of natural resources, control of water, the creation of jobs to reduce the rural exodus and emigration and to facilitate the return of immigrants

who want to return home. It is planned over 4 to 5 years. Its total cost was assessed at nearly € 11,000,000 of which 1 billion CFA francs represents the share allotted to Mali.

b) The twinning policy between Malian cities and cities of residence for expatriate Malians also comes into the framework of this decentralised cooperation. For example, this is the case with Bamako — Angers; Koutiala — Alançon; Kati — Puteaux (France) — Magdeburg (Germany), etc.

3.2.2 The Co-development Programme:

This is a major programme designed and worked out by the Franco-Malian Committee on Migration. Its signature goes back to 21 December 2000 and its operational implementation dates from 2002 with the signature of the Mali Co-development Priority Solidarity Fund (PSF) financing agreement.

a) Definition of the Programme:

Co-development is the value enhancement of the economic, social and cultural relationship between Expatriate Malians with their country of origin and their host country. It aims to support initiatives by the Diaspora, develop the emigration zone and integrate young people from an immigrant background in France as a concerted initiative involving France and Mali. The approach offers a conceptual framework that facilitates exchanges between the Malian Diaspora in France and the country of origin.

b) Goals:

The main goal pursued by the Programme is to enhance the value of the contribution of migrants as financiers of projects to develop Mali and as drivers in social transformation.

The specific goals are listed as follows:

- to support associative dynamics,
- to facilitate the mobilisation of transfers of migrants' funds to the benefit of the productive system,
- to reinforce the links between young people from an immigrant background and their country of origin.

c) Field of experimentation and content:

The programme mainly takes place in the Region of Kayes which is the biggest emigration zone in the country. It covers various fields of intervention such as regional and local development, support for the private sector, social inclusion and integration. It includes the reintegration of Malian migrants who want to return to the country and/or to intervene there and partially contributes to financing the TOKTEN Programme. It has three main components:

- the local and regional development component: cofinancing of local development projects supported by migrants' associations and their partners,

- the business component: development of the production system and notably small businesses;
- the youth and co-development component: development of social and cultural exchanges between France and Mali, initiation of projects driven by young people from an immigrant background.

d) Implementation and prospects:

d.1) Implementation:

From 2002 to 2004 the Programme allowed the following projects to be realized through its three main components and a study of savings by Malian migrants in France:

- Local and regional development component: 12 projects were implemented in 2004 to a total value of 310 million CFA francs . The main sectors concerned are: education (4 projects), agriculture (4 projects), village hydraulics (2 projects), health (1 project) and new information and communication technologies (1 project).
- Business component: in 2003 and 2004, 96 and 124 projects respectively were realised to a global value of approximately 576 million CFA francs affecting various sectors such as trade (45 %), transport (17 %), crafts (14 %), animal husbandry (8 %), services (7 %), agriculture (6 %) and training (3 %).
- Youth and co-development component: following the organisation of the 'Youth and Co-development' workshop in December 2003 in Bamako which made it possible to mobilise young people from an immigrant background in large numbers, 10 projects are currently being examined.

In addition to these three components, it should be noted that a study on savings by Malian migrants in France was also carried out in 2004 by the French section in the framework of co-development. Among other things, this study established the very significant contribution of the Diaspora in all sectors of the country's development. It revealed that:

- 120 billion CFA francs is transferred every year from France to Mali. This amount is invested in various fields such as maintaining immigrants' families, the construction of schools, health centres, village hydraulics and mainly property which mobilises the energies of many immigrants and often causes them problems. Reflections and initiatives are underway to find arrangements likely to facilitate property investments.
- 100,000 accounts have been opened by immigrants in the main banking institutions. In monetary terms, the results of the Programme currently amount to € 900,000 mobilised by Malian immigrants which is 30 % of the initial budget of the Co- development PSF.

d.2) Prospects:

Despite some discontent concerning what is considered the low subsidy awarded to candidates for return (€ 7,000) it can be said that the Co- development programme started in December 2002 has given a new dimension to the Franco-Malian cooperation policy through its very concrete content. It is viewed as a shared development policy that causes

fewer international tensions, fewer uprooted groups who wander looking for illusionary Eldorados in nonexistant paradises, and more economic exchanges between partners of equal dignity.

In terms of the results obtained, it would be desirable to:

- extend it to other regions of the country (in the framework of re- inclusion/investment) and other sectors of activity (human and animal health, agriculture etc.) in the context of TOKTEN.
- conclude agreements of this promising type with other countries of residence of Expatriate Malians (Spain, Italy, Portugal, Scandinavia, the United States, Canada, Arab and Asian countries, etc.).

4. The Diaspora and its contribution to achieving NEPAD goals and Millennium Development goals (MDGs): some channels for reflection

Generally speaking, this contribution would be welcome for the achievement of the ten high NEPAD priorities which Mali endorses fully or for the achievement of the Millennium Development Goals.

Specifically:

At the level of research, the foundation of all development, the Diaspora could become involved in the creation and hosting in Mali of Centres of Excellence in Research and Development in the most divergent fields of technology and notably those viewed as a priority for the development of our continent (e.g. agriculture, education and health).

In terms of education/teaching, the experience of the TOKTEN project, whose goal is to use expatriate human resources to help to cope with pressing needs for high-level specialists and teachers in the institutes and faculties of the young University of Mali, could extend to other fields such as health.

As regards promoting agriculture, we consider that the potential in this field is such that Mali should not experience food insecurity if brave programmes are implemented, which is also proposed by NEPAD. As an example, the Niger Office alone can feed the entire region of West Africa if the required hydro- agricultural infrastructure is implemented. The Diaspora could be associated to a greater extent with the exploitation of this profitable segment.

In terms of developing and disseminating new information and communication technologies (NICTs) which are genuine driving forces in development and thus comprise a wonderful opportunity that Mali should seize.

At the level of mobilising savings for investment purposes, the Malian Diaspora, in an interface position between northern countries and Mali, could play an extremely important role in mobilising its own savings with a view to investing in the country, but also in creating awareness and moving groups of investors from their country of residence towards the country of origin for investment purposes in previously defined sectors.

III. Policy factors to be implemented to bolster return movement and the positive impact of migration on development

To reinforce return movement in whatever form it might take (remote involvement, temporary or definitive return), to take full advantage of migration and to make it a genuine lever in development, it is important to create conditions for increased participation by immigrants in this process. Beyond this, our Government has the responsibility of assuming responsibility both individually and collectively in the framework of a dynamic partnership with the host country. Remote involvement, a temporary return or a possible definitive return by our migrants assumes the various items upstream by our Government:

A) Generally:

The creation of an attractive and reassuring political, social, economic and fiscal environment which takes account of the needs of our migrants and those of the country of origin.

B) Specifically:

- lower tax on money entering the country,
- an active policy of preventing conflicts and promoting inclusion,
- improved governance, working conditions and economic growth to create more opportunities for satisfactory jobs and to pay qualified labour sufficiently to motivate it,
- creation of multiple openings in the private sector and a climate favourable to investments to attract direct foreign investment likely to transfer know-how and to create employment,
- full exploitation of the opportunities offered by new technologies with a view to offering local positions to qualified workers,
- the supply of better incentives and conditions to persuade skilled workers to stay or to return, i.e. set up an environment likely to keep or attract skilled labour within different countries of origin,
- possibilities of involvement in the country's political life through voting at elections and holding seats in some institutions of the Republic,
- remediation of the shortage of local skills by appointing members of the Diaspora to posts with senior responsibility (if only temporarily), should they want this and are available:
- simplified administrative procedures and a simpler regulatory environment by reducing obstacles and other red tape to transfers of funds and all other aid from migrants to the country of origin (e.g. philanthropic contributions),
- regular communication of information about Mali plus business and job opportunities available there,
- the authorisation of double nationality to reassure candidates for return or to encourage provisional migration, which could lead migrants to take advantage of work and professional development opportunities while reducing the need to migrate permanently to a minimum,
- the creation of a more favourable investment climate,
- the offer of a more favourable exchange rate to migrants for their money and a mechanism that allows the use of transfers of funds to purchase parcels of land (e.g. Sudan),
- the authorisation for migrants who decide to return to bring in a large range of tax-exempt goods for their personal use (e.g. Ghana),

- non-taxation of interest earned by transfers of migrants' funds deposited in special accounts (e.g. Egypt),
- lower costs for money transfers.

IV. Relations between the country and organisations dealing with international migration

As the phenomenon of migration is almost worldwide and difficult to restrict, greater consultation, coherence and cooperation is needed among countries involved in the phenomenon regardless of their status (country of departure, transit or destination) on the one hand and on the other between these countries and international organisations concerned by the issue such as the African Union, the European Union, the United Nations and the International Organization for Migration (IOM).

It should be noted that we intend to launch a major project with the latter on the scientific and technical Diaspora called the MIDA/MALI project (Migration for Development in Africa: The case of Mali). Its goal is to maximise the contribution of this section of the Diaspora to the country's development as much as possible.

Our Department will continue to invest in establishing these cooperation links for more efficient governance of migration at the national, subnational, regional and global level in order to transform the brain drain that is so damaging to the continent into a brain gain and to stem clandestine emigration through substantial information/creation of awareness. A major meeting is planned for this purpose next July in Morocco between Europe and Africa.

Conclusion

To avoid being in the position of a beggar sleeping on a mountain of gold (an expression coined by President Julius Nyerere) Mali must manage the issue of migration as effectively as possible in its position as a country of departure, transit and destination. We must draw maximum benefit from this 'ninth region of Mali' made up of migrants whose knowledge, know-how, accumulated

We must draw maximum benefit from this 'ninth region of Mali' made up of migrants whose knowledge, know-how, accumulated experience and potential wealth can accelerate the development of our country.

experience and potential wealth can accelerate the development of our country. This public safeguarding function is one of the main reasons for our Department's existence and we intend to continue it with determination and faith, with the help of all of our partner countries and the specialist institutions. The inclusion of the issue of migration as an important section of the next Strategic Framework in Combating Poverty (SFPC), the creation of the House of Expatriate Malians with a multifunctional purpose and the Bank for Expatriate Malians, as well as our participation in the Europe-Africa meeting planned in Morocco should bolster this commitment.

Olga Zrihen

**Senator
Belgian Senate⁸**

It is an honour and a real pleasure for me to take part today in this Conference on Migration and Development. I would particularly like to thank the organisers of this Conference and to emphasise the importance and urgency of studying the major topic examined during this gathering in a reflective, concerted way.

Participating in this meeting is an even greater pleasure as I find myself today beside two special partners: Mali and Morocco. Morocco is my land of origin and Mali is one of my favourite countries. I have had the pleasure of going there several times and meeting several members of the Malian government.

Before starting, I think it is important to emphasise the urgent, crucial need to refine and agree on the exact definitions and the meaning of the terminology used. It is actually essential to envisage the definition that we give to the phenomena of 'migration' and 'immigration' by mutual agreement. Similarly, it would be prudent in our view to include the concept of 'mobility' as well, as these three aspects coexist within a shared problem.

Before going into the core of the subject, I would like to briefly mention some elements relating to legal migration, the migration that has allowed us to get to know each other and to meet. I am thinking of Morocco in particular since last year Belgium celebrated 40 years of cooperation with it - 40 years of voluntary immigration organised with the Kingdom of

Belgium has long been a host country and should remain so.

Morocco. This immigration that helped us to host labour on Belgian soil that has significantly contributed to Belgium's construction and economic expansion. The effects of this immigration are similar to the positive repercussions caused by other successive waves of immigration into

Belgium, such as Italian, Polish as well as Turkish and Portuguese immigration. Belgium has long been a host country and should remain so.

We also have to emphasise the issue of mobility. This is a crucial question which the European Union must address. The EU must define the standards and rules that it wishes to see applied in its territory as effectively as possible. The free movement of workers within the European Union is a very topical subject. If it is suitably organised and regulated, it could meet the needs of the European continent. Similarly, greater mobility could make it possible to cope at least partially with the demographic and economic stakes which European citizens will have to face in the very near future.

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The subject that concerns us today is cooperation between countries of origin. It is essentially important for the issue of illegal, irregular immigration to be highlighted and debated. This is a real 'human indignity'. It usually begins following a crazy dream where the individual imagines that he is going to leave his home country. Everyone who has made such an experience knows the immense suffering that such a departure and tearing apart imply. No one leaves his country, family, roots and culture voluntarily. By wanting to leave the home country, one must

have reached a serious level of despair and believe in stories that promise greener grass elsewhere far off in the distance.

Account must be taken of the conditions to which these migrants are subject. We are currently faced with a wretched phenomenon of what can safely be called trafficking in human beings. These are children, women, and young people who, I believe, could be offered other hopes and prospects for future life. We must also denounce and punish those who feed on this human misery. Finally, I qualify this illegal immigration as a human indignity because unfortunately, between the dream promised to these people and the reality that they discover on arriving at their destination, the gap is often very big, too big indeed. We also too often forget the economic contribution that these migratory flows make to both the country of origin and the host countries.

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This illegal immigration amounts to suffering and a genuine violation of human rights. It is up to us to seek greater clarity on this subject and we must at least demand total respect for human rights when migrants are found in the host country. We must be extremely attentive and vigilant in this area. Moreover, we must adopt radical measures immediately towards those who live from the exploitation of human beings. Finally, there is an urgent need to support the governments of countries from which migrants depart.

Agreements exist between Belgium, Morocco and Mali. Belgium, notably, has a bill approving the General Convention on cooperation between the Kingdom of Belgium and the Kingdom of Morocco, signed in Brussels on 26 June 2006 and a Bill approving the general Convention on development cooperation between the Kingdom of Belgium and the Republic of Mali, signed in Bamako on 28 February 2003.

These agreements commit the Belgian government resolutely to a series of steps, procedures and simultaneously very clear investments within partner countries. These commitments

notably aim to combat poverty, to promote partnership between peoples and to encourage democracy, the rule of law, the role of civil society, good governance, respect for human dignity and to combat all forms of discrimination.

We must work on the basis of these documents by following the priority sectors and topics as defined in Article 3 of the two Agreements. 'Direct bilateral cooperation between Belgium and Mali [as well as between Belgium and Morocco] will concentrate on one or more of the following sectors: 1) basic healthcare, including reproductive health; 2) teaching and training; 3) agriculture and food safety; 4) basic infrastructure; 5) conflict prevention and consolidation of civil society; and the following cross-sectors: 1) the rebalancing of men and women's rights and opportunities; 2) respect for the environment, especially the establishment of tools to prevent pollution and the development of clean technology; 3) the social economy.' These are practical documents, specific working directions on the basis of which an evaluation could and should be made in the near future.

But these are only texts. The reality of people who experience immigration occurs in their daily lives, they live and suffer now. We therefore have to act in the short term as well so that they can integrate into our societies.

Current immigration must be analysed and studied in the prism of European history. We believe it is essential to recall that Europe has gone through many periods of uncertainty and fears following waves of Spanish, Greek and Portuguese immigration. Today again, there is a strong feeling of worry and doubts concerning the benefits, consequences and effects of the current and future enlargement of the European Union.

The formula is simple: you do not leave your country, you do not leave your roots, you do not wish to go somewhere else and put yourself and your family at risk (because we often see very young children taken on such adventures), if you can be happy at home, in an environment with integrated economic development. This seems self-evident but is not always so. The Belgian Development Cooperation commits itself resolutely to this path. In our view, the Belgian Development Cooperation must continue to seek greater assistance and support even more regularly through the voice of its Minister. With this in mind and in line with this vision, we have to commit ourselves to undertaking a regular assessment of the different stages of the process in hand. Partnership must be embraced, but must also stay egalitarian and mutually respectful. We must remember that one of the optimum solutions remains support for economic development in the country or region concerned, with the partners and its inhabitants.

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Aziz Jilali Sghir

**Head of the Migration Division
Ministry of Interior
Government of the Kingdom of Morocco⁹**

I wish to thank you for this opportunity given to us to deepen reflection and enrich the debate on appropriate mechanisms in view of concretising this concept of shared North-South responsibility on the field in the area of managing migratory flows. And of course today, we can initiate a pioneering experiment through this triangular Mali-Morocco-Belgium operation, based on mutual interests and an integrated vision, consolidating all aspects of the problem for a true partnership between the countries of origin, transit and final destination, because we cannot eliminate any link in the chain.

If you permit, before going into the core of the topic, I would like to suggest some initiatives that Morocco has at its disposal. I wish to describe the major features of the migratory strategy that we are adopting in Morocco but also to inform you about cases of effective cooperation with some partner countries in the North and South, which has enabled us in Morocco to build a certain expertise that we are ready to share interactively with you.

The national strategy that we are following in Morocco fits into a global approach focussing on six major points:

- Firstly, the security aspect which is undoubtedly very important. Today we are in the process of mobilising over 8,000 agents for the surveillance of borders and coasts extending over 2,000 km. Our combat strategy is focused on trafficking networks. During 2005, we dismantled practically more than 550 trafficking networks and intercepted over 30,000 candidates for irregular emigration. These figures speak for themselves.
- At a legislative level we have made reinforcements through a new law on migration whose major innovation is to incriminate the act of trafficking migrants. Today, a trafficker is exposed to a penalty ranging from 10 years to life if a man dies. In this regard a legal gap has been plugged.
- At an institutional level, we have also reinforced our position by creating a directorate for migration and border surveillance - an administrative structure specially dedicated to this struggle against irregular immigration. We also have an observatory of emigration whose mission is to bring together all researchers and everyone interested in this problem so that they can offer us channels for reflection.
- Cooperation is also an important focal point in our strategy. In this respect, I will have the opportunity to outline two or three cases of effective cooperation.
- Creation of awareness. We have adopted a media strategy towards targeted candidates to inform them not only of the dangers of irregular migration but also of legal working opportunities that are accessible in countries of residence.

⁹ Translation – Original in French.

- And of course sustainable development is an important feature in our strategy because it is necessary to act on structural causes and to try to keep potential candidates in a favourable position. The Moroccan Government has launched a national human development initiative which is a colossal economic reinforcement programme for all the disadvantaged regions of Morocco. It makes use of sizeable investments, practical actions to raise the human development index through all parameters (education, health, etc.) and includes a policy of renewed urban planning, as well as rationalisation of transfers from our compatriots established abroad. In 2005, these transfers amounted to over \$ 4 billion. The role of the government was to facilitate and to channel this investment through offices and also through orientation and advice.

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At the bilateral and multilateral levels, notably with Spain which is our closest partner, we have very good cooperation that we can expand with other partners. To do this, we have established a permanent migration group. We have a working framework involving liaison officers from mixed maritime patrols that we have exchanged and memoranda on minors. We have jointly acquired operational experience that has allowed us to reduce the arrival of *pateras* by almost 40% this year. For people who do not know this term, *Pateras*, are the small boats that are used by candidate clandestine immigrants at sea.

We have also organised significant cooperation with Nigeria, which I believe is also a reference in the framework of south-south cooperation. With this country, we initiated five staggered operations of voluntary repatriation of over 1,700 Nigerian citizens who were staying illegally in Morocco in 2004. These voluntary-approach operations were organised in excellent conditions while respecting people's rights and dignity, in cooperation with the Nigerian diplomatic authorities. These actions had significant effects insofar as the candidates that returned home subsequently formed a conduit for raising awareness among the population of the difficulties of the crossing and the difficulties they had with the trafficking networks. We saw that from 2004 to 2005, the Nigerian network dried up – it fell from 60% to 3 % in 2005. This shows the direct impact that these return operations had. We also initiated such voluntary return operations during the tragic events of September and October 2005 in the North of the Kingdom. We were able to repatriate over 3,700 African citizens who were living illegally in Morocco. We chartered more than 23 planes that allowed a return to take place in good conditions. The International Organization for Migrations helped us with an aeroplane and we repatriated practically 1,300 people in collaboration with the Malian Government. I would like to pay tribute here to the Malian authorities who helped us a lot in this field.

If you permit, I will open this digression on the events that occurred in the north of the Kingdom in September and October 2005, by saying that this crisis highlighted several gaps which should be filled in everyone's interest. Objectively, I must say that shared responsibility did not work as we had wished. We have been trying, with our African neighbours, to provide the most human solution possible to this tragedy with the means at our disposal. Yet, there was a wish by the countries of the North to externalise border management to a certain extent. This is not an illogical approach, but quite simply, we must be given the financial and logistic resources to fulfil our ambitions.

We hope that the future Euro-Africa conference that is planned in Morocco in July 2006 will be a fundamental stage in this North-South partnership based on the sustainable development of countries of origin, the transfer of expertise and technology, and the rationalisation of the brain drain issue, so that Africa is not penalised and deprived of its skills.

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These structural actions are absolutely essential to avoid disastrous prospects, when we know that according to a UN study, over 60

million sub-Saharan natives may try to cross into Europe by 2020. You now have a small idea of the urgency of anticipation and concrete action to be taken today.

We can in the context of this triangular approach suggest certain channels of action that we could adopt and which we can implement through clear working plans in order to reframe this partnership and shift it upwards.

The first channel, of course, is co-development, which we have all discussed. It is a major point and we envisage it in the widest possible sense:

- Firstly at a micro-economic level through targeted micro-projects in zones with a strong migratory potential, to actually create employment and growth and settle its candidates. But there is one essential condition, which is that we must have specific, flexible financial lines that can easily be mobilised. This is very important so that these co-development actions can be carried out.
- At a macro-economic level, co-development will be translated through investment in all profitable sectors of the economy in the country concerned. But this option requires awareness among the international community, particularly northern countries, of a need for a genuine Marshall plan for Africa. I think that we should really be clear at this level.
- The third factor in what could be co-development is material help towards voluntary return and of course I emphasise the word 'voluntary'. This help must be substantial with support in the country of return to allow social and economic re-integration of the person who himself will become a force for development in his country of origin.


The second channel is linked to the encouragement of legal flows through quotas and facilitating visas. Beyond the quantitative aspect, quotas must be perceived in terms of their strategic dimension of an upstream struggle against irregular migration. Why? Because when we have a substantial institutionalised annual quota, this leads to a hope of legal mobility to potential candidates and therefore slightly tempers their wish to make an adventurous, clandestine departure. This also allows the public authorities to orient candidates through a previously defined action plan towards areas with a high potential which are known in each country. Facilitating visas is also important because many people use clandestine networks when their case is rejected, whereas their application is quite credible. We find cases of refusal that are absolutely impossible to understand but this is a different problem.

The third channel that we suggest is ongoing training and the exchange of expertise. This is a reinforcement of the institutional and operational capacity needed to adapt to the development of the migratory context, especially the *modus operandi* of networks of traffickers and the development in document fraud techniques. We can initiate shared training modules on all aspects.

The fourth channel is technical support for border management. This should be implemented by using substantial equipment to supervise borders and coasts and to neutralise the migratory corridors and routes which are already known but difficult to control due to a lack of resources. In this regard, it is not possible to ask a southern country, which has other development priorities, to monitor thousands and thousands of kilometres. Because even with all possible goodwill, the country may not have the resources rendering the task often very difficult. The exchange of operational information on networks of cross-border trafficking is also important. We can consider implementing an exchange network between specialised structures.

Another important channel is the creation of awareness by highlighting the dangers of illegal migration (real exploitation by other smuggling) and offering information on legal work opportunities offered by the country of residence. Here again we can agree on a triangular media strategy.

All of these channels are not exhaustive. In my view, we should plan more technical meetings to outline the features and mechanism of each section and especially to work out a clear plan of action, with precise deadlines and suitable financial resources. In this way we can form the hard core and reference for what could be an efficient, credible North-South partnership. Of course, the debate is open for your questions and we will mutually enrich each other's knowledge.



Session III: Partnership among countries of origin, transit and destination

B: South Asia – Europe/North America

BACKGROUND PAPER SESSION III B

Partnership among countries of origin, transit and destination

Migration between Europe and South Asia: impacts on development?

Prepared by the Institute for Public Policy Research, United Kingdom

Migration from South Asia to Europe has been and continues to be an important phenomenon. There are established South Asian communities in most European countries and these are being added to by increasingly diverse flows of people: asylum seekers, family members, highly-skilled professionals and even a new wave of temporary, low-skilled workers.

It must be noted that, though important, South Asia to Europe flows are less significant than other South Asian migration flows. The scale of internal migration (especially within India), regional migration (e.g. from Bangladesh and Nepal into India), labour migration to the Persian Gulf, and international migration to the North America are all likely to be greater than contemporary flows to Europe.

That said, given important historical links, the likelihood of greater demand for migrants into Europe in the future, deep diasporic linkages with South Asian countries, and the interest shown by European states in this area, migration between South Asia and Europe has the potential to have important impacts on development in sending countries.

Main characteristics

- There are sizeable South Asian communities in most European countries. In the UK, residents born in South Asia numbered over 1 million in 2001 (out of 4,3 million foreign-born): 154,000 born in Bangladesh; 466,000 born in India; 321,000 born in Pakistan; 68,000 born in Sri Lanka. Add these figures to UK-born people of South Asian origin and these figures rise significantly.
- Many European countries have important historical ties with South Asia, especially the UK which had a colonial relationship with almost all South Asian countries. Even in smaller European countries without such colonial links, there are sizeable South Asian populations. For example, Denmark has some 10,300 residents born in Pakistan and 6,800 born in Sri Lanka in 2000.
- Flows in the 1960s and 1970s were largely by low-skilled workers to fill vacancies in Europe's manufacturing industries.

- More recently, there has been increasing professional migration to Europe from South Asia. In the case of the UK, Indian nationals accounted for nearly 30% of all work permits issued in 2004.
- South Asian labour migrants are particularly important in sectors such as healthcare and information technology (IT). For example, one-third of the IT migrant workers that came to the UK in 2000 were from India. In 2000, Germany introduced a US-style 'green card' scheme for IT specialists, many of whom come from India.
- The migrant workforce from certain South Asian countries is increasingly female. For example, outward labour migration from Sri Lanka was thought to be two thirds female by the early 1990s.
- There have been considerable asylum flows from some South Asian countries to Europe. For example, between 1980 and 2003, some 292,000 people of Sri Lankan origin applied for asylum in Europe.
- Student migration from South Asia is also an important feature. While North America continues to attract the lion's share (in 2003-04 India was the top country in terms of foreign student enrolments in the US), Europe also attracts students from the region.

Key migration-development questions

- Identifying and targeting brain drain. Given the rise of professional migration, there have been concerns regarding the impacts on the sending country of outward migration of key workers, particularly in sectors such as health and education. The departure of migrants such as Sri Lankan nurses is considered worrying in terms of the impact this has on healthcare capacity. Whilst brain drain may be an issue for some South Asian countries, its salience is likely to depend on the size of the population. For example, given that migratory flows small in comparison to overall population or even to numbers of professional cadres, the impact of increasing outflows has yet to be felt in India. This means that a country such as India could consolidate its position as a 'brain factory' of sorts with little adverse impacts while smaller South Asian countries could suffer.
 - ⇒ Where is brain drain a problem in South Asia?
 - ⇒ What can be done to avoid or ameliorate adverse impacts?
- Harnessing the benefits of labour migration. While the movement of highly skilled workers can have adverse development impacts on sending countries, the migration of lesser skilled people can often deliver positive impacts (e.g. remittances, skills transfers, investment). However, there are relatively few channels for lower-skilled labour migration from South Asia into Europe. One notable example is a bilateral agreement between Italy and Sri Lanka that covered the movement of up to 1500 caregivers in 2005. IOM is assisting the implementation of this program with specifically targeted projects. It could be argued that more such programmes would allow South Asian countries to harness the full potential benefits of labour migration, rather than simply lose their best and brightest.

- ⇒ What sort of access will South Asian workers have to European labour markets?
- ⇒ How can the benefits of labour migration be harnessed for the migrant, receiving countries and sending countries?
- Optimising remittances. Remittances are an important source of revenue across the region. Receiving US\$32 billion in remittances in 2005, South Asia was second behind East Asia as the highest remittance-receiving region. In 2004, India was the top remittance-receiving country in the world (US\$21.7 billion), although remittances are more important in relative terms in other South Asian countries.
 - ⇒ How can remittance channels be made more accessible?
 - ⇒ How can remittances be made more 'development-friendly'?
- Managing return and reintegration. In an attempt to increase removals, many European countries have initiated voluntary return programmes for failed asylum seekers or irregular migrants, often accompanied by reintegration support. While critics have argued that these schemes provide financial incentives for voluntary return to potentially difficult economic conditions, reintegration support can contribute significantly to the welfare of individual returnees and the communities they return to.
 - ⇒ How can voluntary returns be managed so as to protect the individual and fulfil the interest of the destination country?
- Enhancing the role of the diaspora. South Asian diasporas in Europe retain considerable linkages to their country of origin. These were brought to the fore in the wake of the December 2004 tsunami, but are also significant in terms of trade and remittances. Diasporic linkages and networks are increasingly recognised as important for promoting trade, transferring knowledge and promoting development. Greater efforts are required to capture and optimise the networks and links with the diaspora. For example, as an attempt to harness these diasporic linkages, India has recently introduced a manner of dual citizenship, in the form of a "Persons of India Origin Card", for some European countries with a significant Indian diaspora.
 - ⇒ How might the diaspora's role in promoting development be enhanced?

Athauda Seneviratne

Minister of Labour Relations and Foreign Employment, Government of Sri Lanka

It is a great honor to be invited to participate at this workshop on “Partnership between countries of origin, transit and destination”. At the outset let me take this opportunity to thank the co-hosts, the government of the Kingdom of Belgium for hosting this conference and for making all these excellent arrangements and the IOM, the European Commission and the World Bank for initiating this process.

Global labor dynamics will be one of the most important determinants of migration in the coming years and in turn will be greatly influenced by migration. We talk of the benefits accrued to the sending countries in terms of the amount of foreign exchange earned and its contribution to the GDP, ease off the pressure of unemployment etc. We should also recognize the benefits offered by migration to the destination countries in meeting their labor shortages, mitigating burgeoning financial burden on social security schemes, increasing global labor productivity as a result of flow of low productivity from labor surplus countries to high productivity labor shortage countries etc. The economic opportunities presented by migration for both receiving and sending countries are not being maximized. We believe that the multilateral framework can help both industrialized and developing countries to adjust their policies and can assist all countries to achieve the potential benefits that increased migration can provide.

Global labor dynamics will be one of the most important determinants of migration in the coming years and in turn will be greatly influenced by migration.

Sri Lanka with a literacy rate of 92.5%, life expectancy of 74 years and a population growth rate of 1.2% is considered a progressive frontier in Asia for the development of human resources. There are about 1.5 million Sri Lankans currently working abroad, and this is equivalent to around one seventh of the labor force of the country. The annual outflow is over 200,000 workers which outnumber the inflow to the labor market of 150,000 annually. The migratory flows are characterized by a predominantly unskilled category of workers accounting for 70% of the migrants and out of them 67% are females. Migration is the main source of net foreign exchange earnings of the country, and during 2005 the migrant workers have brought US\$ 1.4 billion into the country making up 27% percent foreign exchange earnings of the country. Generally 79% of Sri Lankan migrant workers are in the Middle Eastern countries mainly in Saudi Arabia (33%), Kuwait (15%), UAE (15%) and Qatar (15%). Out of the remainder, Asia absorbed 1.2% North America and Europe 1.7% in 2005.

As a result of the high demand of manpower for employment overseas, which had become a major economic activity, a separate institute, namely the Sri Lanka Bureau of Foreign Employment, a self financing statutory body, has been established under the Parliamentary Act No. 21 of 1985. This institute set-up under my Ministry, the Ministry of Labor Relations and Foreign Employment, is due to implement programs relevant to foreign employment. The major objectives of my Ministry are to prepare, implement and monitor the policies towards the enhancement of foreign employment opportunities for Sri Lankans and to look into the welfare and well being of migrant workers and to regulate the licensed foreign employment (recruiting) agencies and the field of foreign employment.

The problems of Sri Lankan migrant workers can be conceptualized in terms of migration stages: Pre-departure, in transit, in destination countries and on return. At the recruitment

At the recruitment stage migrants are vulnerable to incomplete or deceitful information by recruiters, to contracts substitution, to excessive fees and to the promise of non-existing jobs. In the country of destination, migrants are vulnerable to abusive working conditions, (...) they lack social security and health protection, and they experience maltreatment and violence. Migrant women are particularly vulnerable to violence and sexual abuse.

stage migrants are vulnerable to incomplete or deceitful information by recruiters, to contract substitution, to excessive fees and to the promise of non-existing jobs. In the country of destination, migrants are vulnerable to abusive working conditions, they are required to work long hours, they experience non payment or deferred payment of salary, they lack social security and health protection, and they experience maltreatment and violence. Migrant women are particularly vulnerable to violence and sexual abuse. Some of the important issues pertaining to the expatriate workers are breach of contract, harassments, non payment of salaries, keeping beyond contract period, legal issues and

imprisonment, death or serious illness and illegal cross boarder migration. Women suffer proportionately more than men and account for 82.5% of complaints.

To promote and protect the welfare interests of Sri Lankan workers, the labor sections of Diplomatic Missions conciliate and mediate in disputes between Sri Lankan workers and their sponsors. The missions also provide welfare assistance to Sri Lankan migrant workers. This includes procurement of medical and hospital services, repatriation of distressed Sri Lankan workers, extending legal services to stranded migrants, provision of custodial services at the safe houses, etc.

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As a country of origin, Sri Lanka has taken several measures to strengthen the cooperation among labor receiving countries:

1. The setting up of networks of labor attaches and diplomatic missions in labor receiving countries. We have appointed labor welfare officers and labor attaches to 13 countries so far. Through them we are co-coordinating our onsite welfare facilities with the blessings of the Labor and Immigration authorities in receiving countries. Time to time we visit those countries and meet counterparts of labor receiving countries to build up better co-ordination. Promotion of labor, especially skilled and semi skilled has been identified as a priority area of these missions.
2. Signing of bi-lateral agreements (MOUs) with the receiving countries.
Sri Lanka has taken steps to sign Memorandum of Understandings with South Korea on the Work Permit System and very recently with Jordan on welfare and Protection of migrant workers. We are in a process to finalize another bi-lateral labor agreement with the Government of Lebanon for the benefit of both countries. Though bi-lateral agreements are the most common and effective mechanism to regulate interstate labor migration, it takes a long time to be reached and implemented. In general there has been a lack of interest on the part of receiving states in Asia to engage the states of origin in any bi-lateral agreement to establish rules to govern International labor migration. This is particularly true of the Gulf States.
3. Agreements between local recruitment agencies in Sri Lanka and recruitment agents in labor receiving countries. These agreements are being operated with the involvement of agents on both sides within the legal frame work in both countries. These types of agreement are mainly to promote labor and welfare of the migrant workers.
4. Active participation at the international and regional seminars, workshops organized by the international agencies, IOM, ILO etc. to explore the possibilities of sharing information. We were proud to host the inaugural Ministerial Consultation initiated by the IOM in 2003 in Colombo — Sri Lanka on labor migration.
5. Sri Lanka ratified the UN convention on protection of rights of all migrant workers and members of their families of 1990 as far back as 1996. With the convention coming into force in July 2003, Sri Lanka is making every effort to give effect both in law and practice to its provision. We also intend ratifying ILO convention 97 concerning migration for employment. I think ratifications and enactment of international instruments that legislate the protection of human rights of migrant workers is a mean to address the vulnerable

Migration is not a new thing. People have always left their homes in search of better economic opportunities, both within and outside of their own homeland. But economic globalization has put a new spin on global migration, exacerbating the inequalities between nations. In this respect migration becomes for many not a choice but an economic necessity.

situation of migrants. Therefore, more countries should be encouraged at the international level to ratify international instruments with binding obligations.

6. Strengthen the security measures with the assistance of Sri Lanka, Police, Navy & civil secretary to curb illegal migration to Italy which is a popular destination among the Sri Lanka youth.

Migration is not a new thing. People have always left their homes in search of better economic opportunities, both within and outside of their own homeland. But economic globalization has put a new spin on global migration, exacerbating the inequalities between nations. In this respect migration becomes for many not a choice, but an economic necessity. ILO estimates there are roughly seven million migrants in South and East Asia, nine million in the middle East and 30 million across all of Europe.

We emphasize the fact that for effective management of migration, whether a country is developed or developing, needs accurate and updated information. There is a need for a better system of data collection and information dissemination on migrants and the remittances flow. Such information sharing strategy will be conducive for close cooperation and collaboration amongst labor sending countries. I am sure that with the assistance of the International agencies, IOM, ILO and the European Commission we could develop such a strategy to share information.

In order to maximize benefits from migration, there are many other systems to be developed. Remittance of hard earned foreign exchange through official channels is beneficial to the migrant and the country. Migrant worker's remittances represent the

We have to consider the potential for countries to gain from the improved human capital of their returning migrants. We should introduce pro-active policies to attract back returnees with newly acquired skills and education.

second largest international monetary trade flow that is exceeded only by petroleum. The desire to make remittance through official channels is a function of convenience, flexibility, profitability and many other economic and political factors which deemed imperative to be addressed. It is also necessary to have economical social integration programs for returning migrants which Sri Lanka wishes to address through its decentralization program.

We have to consider the potential for countries to gain from the improved human capital of their returning migrants. We should introduce pro-active policies to attract back returnees with newly acquired skills and education. This requires careful planning and co-operation, particularly, in providing incentives for returning migrants.

Most of the problems of migration can be solved in the way of interaction between the countries of origin and destination. In the context of the present scenario of the migration system, I suggest the following actions to be important:

Conference Report

1. International Organizations like IOM, the European Commission or ILO to take initiatives to pursue the policy makers of destination countries to formulate policies on equal treatment of workers.
2. Sub regional co-operation among the sending countries is essential for reducing unhealthy competition among them.
3. Initiation of programs for establishment of a system of co-operation between the sending and receiving countries to stop illegal migration.
4. Easing the tight border control policies of the destination countries to facilitate more job opportunities especially in skill categories for workers from third world countries so as to curb illegal migration.

Lastly let me reiterate that for maximizing benefits the underpinning factor is cooperation and collaboration of the labor sending and receiving countries. We also believe in constant dialogue on key migratory issues and we must be grateful to the idea of the establishment of a new interagency global migration facility as recommended by the UN Secretary General.

I take this opportunity thank the co-hosts IOM, the World Bank and European Commission for providing this forum to share our experiences with all of you.

S. Krishna Kumar,

**former Secretary, Ministry of Overseas Indian Affairs
Government of India**

It is indeed an honour to be invited to this important international conference on migration and development and address such a distinguished gathering this afternoon. I would preface my comments on the topic of Session III “Partnership between countries of origin, transit and destination” with some general observations on the overall theme of the conference.

My first point is that for the purpose of this conference, development ought to have a broader context, covering both countries of origin and destination. This is not a matter of semantics or political correctness but of economic reality. It is dictated by factors like the aging population and the resultant depletion of skills. The facts are well known. Published UN data show how the dependency burden on potential workers is set to change dramatically for the developed and less developed countries in the next two to three decades. There is thus a demographic window of opportunity that needs to be responded to from a global development perspective.

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In the more dynamic sectors of the economies of the developed countries, there is a shortage of specific groups of skilled professionals and workers that are required to fill the various jobs that are being created. At another level, there is a need to replace the retirees. To the extent both these cannot be managed within the system, external inputs via managed migration become necessary. Thus migration and development become linked through employment creation.

There are two manifestations of this underlying reality. In the more dynamic sectors of the economies of the developed countries, there is a shortage of specific groups of skilled professionals and workers that are required to fill the various jobs that are being created. At another level, there is a need to replace the retirees. To the extent both these cannot be managed within the system, external inputs via managed migration becomes necessary. Thus migration and development become linked through employment creation.

Migration has to be seen as driven by inherent demographic and skill dynamics in a more rapidly globalising world. In that sense,

international migration spurs world development, not merely that of the developing countries as a group or of individual sending-nations. In this light, the very notions of 'developed' and 'less developed' themselves acquire new connotations.

Secondly, while the talk has been of managing migration, the walk has been of control and containment. There is no one's case in which migration can or needs to be a totally market-driven process. The learning in both the developed and the developing countries

(...) while the talk has been of managing migration, the walk has been of control and containment.

over the last sixty years strongly suggests that controls that fly in the face of the underlying demographic and economic realities are seldom effective. They create serious distortions and deliver sub-optimal solutions. The time has come, I believe, to walk the talk.

This would involve two steps. The first and the most crucial step is to move away from 'control' to 'regulation'. This mindset change may not be easy, given recent challenges to national security by international terrorism. Simplistically, it can be argued that while control belongs to the lexicon of politics, regulation is more economic in content. It works through incentives and disincentives that are properly laid out and enforced. Theory and practice at national and international levels suggest that economic regulation works best when it is independent. Hence my second point is to suggest that independent economic regulation might be the way forward in managing migration. Of course, all this needs to be dovetailed into the on-going negotiations on GATS and other initiatives.

Turning specifically to theme of the session, I would like to point out that cooperation has to be seen in the context of the overall approach taken to managing migration. If migration facilitates development through employment creation, then it follows that the objective of cooperation has to be maximization of employment-led development. I would like to briefly outline the various possibilities for cooperation, including at the level of the industry, local Governments, etc.

In managing migration, the economic players and their associations could play a greater role. At the level of the employing industries, there could be broader sharing of their projected skills requirements. This could then be reciprocated by a forecasting of the skills availability on the part of the sending countries.

Two aspects of cooperation need to be emphasised. In managing migration, the economic players and their associations could play a greater role. At the level of the employing industries, there could be broader sharing of their projected skills requirements. This could then be reciprocated by a forecasting of the skills availability on the part of the sending countries. The exercise on both sides can be managed by professional entities spawned or mandated by the respective Governments.

At another level, this cooperation can also take place at the grassroots level. In most countries, migration tends to be concentrated in a particular region, province or city. These geographies can be co-opted as partners in managing the migration process and involved in the consultation. For instance, a component of local participation can be consciously built-in under bilateral or multilateral projects, to begin with.

In the broader context of cooperation in this area, I would also like to mention that the creation of the new Ministry of Overseas Indian Affairs has also made it possible for India to be more proactive in addressing the issues of migration. Enforcement of our Emigration Act, 1983 is now vested in this Ministry.

Matters connected with the social security of overseas Indians have also been assigned to this Ministry. I am glad to be able to share that in November 2005, we successfully negotiated the first draft of a social security agreement between India and Belgium. Follow-up discussions are now due. India intends to initiate a similar dialogue with the Netherlands and other countries soon.

The Ministry plans to work with the Confederation of Indian Industries (CII) and a few States in India in the areas of skill development, certification and accreditation. The Ministry is also seriously considering setting up a market-oriented entity to help India re-position itself as a supplier of skilled manpower.

India is the highest recipient country for remittances by professionals and workers. While the former have access to better facilities, the latter are poorly served. Utilizing the power of the Internet the Ministry has, in partnership with the UTI Bank, launched an integrated electronic remittance portal that enables overseas Indians to transfer funds within a day to any of their bank accounts in any of the 17000 branches currently networked with the Reserve Bank of India. Future plans include provision of advisory services in investment, real estate, etc.

Thus, for anchoring cooperation in the important area of migration and development, India has perhaps far-sightedly, set up an exclusive Ministry as part of its overall mandate towards its diaspora.

To sum up, India now has the institutional and other means in place to facilitate cooperation as long as the context and content of the effort is broadly defined and management of international migration leads to greater employment-led development across the world.

Jan de Wilde

Chief of Mission IOM-London

Living in London and working in central London, I am impressed everyday by the sheer number of migrants. I am sure that I hear more foreign languages spoken on the streets of London, even than in New York. While migrants still tend to be heavily concentrated in South East England, there are large numbers in other cities, particularly in the Midlands. It is widely realised in the UK that without migrants, whole sections of the economy and government services would collapse. The National Health Service is often cited in this regard, as is the hospitality sector. Virtually, all studies show that migration has had a positive effect on the development of the UK. But what about the scores of countries around the world from which these migrants come? What is the effect of their migration on their home economies?

We are accustomed to hearing staggering statistics on the role which remittances from the rich countries play in the economies of the poor ones. And it is maybe fair to say that when we look at migration and development, we focus too overwhelmingly on remittances. On the basis of the UK experience, there are maybe other aspects - perhaps not as valuable in monetary terms - on which we might focus a bit more, and this could also point the way to the need for better designed and truly circular migration, especially in the short term.

I would like to briefly look now at one important way other than remittances, in which migration can serve development in the countries of origin, and to focus here on the issue of return migration. Unfortunately, this is a difficult issue to quantify. The UK for instance, has

We know from countries of origin that return migration is significant, and it plays an important role in the economic and social development. Returning Indians, mentioned many times today, are a case in point and they illustrate how returning migrants can contribute to development.

not had embarkation checks since the mid-1990s and there is no reliable and comprehensive way to know which migrants actually returned home after a time in the UK. The planned e-borders in the UK will allow us to pick up this data but the implementation of e-borders is still several years off. Ironically,, there is some evidence of significant return migration for irregular migrants: A good example being Brazilians in the UK. In fact, I think, the whole phenomena of circular migration in the irregular sector, as we politely call

it in IOM, but the illegal sector as the EU calls it, is one that perhaps warrants a good deal of more study. We know from countries of origin that return migration is significant, and it plays an important role in the economic and social development. Returning Indians, mentioned many times today, are a case in point and they illustrate how returning migrants can contribute to development.

There are at least two notable ways in which development benefits when migrants return home.

First, returning migrants often brings capital with them and the desire to invest it in ways prompted by their own exposure abroad to different and often more entrepreneurial ways of making a living. The changed mind set with which many return is probably more important than the capital they bring since they can serve to multiply capital and change developmental aspirations among employees and labours at home.

Second, returning migrants retain links to the outside world which conserve to prosper their undertakings, whether these links are as broad as the internet or as narrow as family connections which can provide capital. As the return migration programmes that IOM administers in the UK, they are growing and likely to top 1,000 a month in the next few months, are still relatively small. But they point to the benefits which physical return of migrants brings to the countries of origin as well as to the foreign countries in which they all often passed many years of their life.

Some of these benefits are political, and the political element is of course always very prominent in migration. Others are economic. On the political side, return migration shows that migration is not necessarily just a one way street that strips talent from the third world and causes problems of assimilation in the developed world. By demonstrating that people migrate on a less permanent basis, the political and social frictions often associated with migration can be reduced. On the economic side, returning migrants bring both economic

The hundreds of people we (IOM London) help return every month go back with minds opened with their experience in the UK, with improved skills and often with considerable capital.

and intellectual capital to invest at home. The hundreds of people we (IOM London) help return every month go back with minds opened with their experience in the UK, with improved skills and often with considerable capital. In addition the Assisted Voluntary Return Programme under which we help them return, provides £ 3,000 per capita for returnee. That is a considerable amount of money in many countries of the world. Five hundred of this is given in cash upon departure or arrival but that is the

extent really of the cash grant. The rest, in almost all cases, is distributed in the context of small business or training plan agreed to by the migrant and IOM after return. This approach provides for up to a year during which IOM reintegration experts follow the progress of the returnee and pay bills for equipment supplies, services and training as part of the agreed reintegration plan. IOM experience with this programme in Sri Lanka already indicates in which in this kind of return migration can be effective. For instance, almost 500 individuals have been assisted, the great majority to establish their own businesses and the first monitoring of this programme in 2004 indicated that 86% of those assisted said that they were running successful businesses as a result of the reintegration assistance. The UK has just now begun to implement a new points based immigration system. As its concrete details take place and take shape over the next few years, the role of lower-skilled limited-term migration, particularly from migrants outside the EU, may well become relatively more important. To get more development dividend from these returning migrants, we should consider paying more attention to the actual and potential contribution to the development of their own countries as well as to the development of their contributors, their countries of residence.

Thank you.

Ambassador Jeremy Kinsman

Mission of Canada to the European Union

I was asked to speak about South Asian migration and our relationship to it. I'll do that, but your conference is about the world. As the below chart shows you, there are enormous variations in population changes and demographic trends. Europe, Japan and to a lesser extent, North America, are growing older and are shrinking, while there are still strong growths in the developing world, particularly in Muslim countries.

Share of males aged 15-29 world-wide

	1914	2005	2020
Europe	27.5%	8.9%	7%
U.S./Canada	7.3	3.9	4.4
Rest of World	65.2	87.2	88.6
All Muslims*	9.5 %	28 %	30 %
*Includes Muslims in Europe and U.S. Canada Sources Bevolkerungsploetz, Population Statistics			

Emigration is going to continue. It's in the nature of peoples, particularly for young people. And South Asia has become an increasingly positive story, while for much of Africa, its migration story is more difficult.

May I quote you comments made by Shri P Chidambaram, India's Minister of Finance during the G20 meeting in China, last October:

"Migration is inevitable and unstoppable."

"International migration, we believe, presents real economic, social and cultural opportunities for all countries. However, it poses very real challenges too. Some of these are irregular migration, loss of skilled personnel, and challenges to social cohesion and harmony..."

"Well-managed migration could actually provide a positive contribution to employment and global economic growth if we manage to successfully promote the integration of the migrants in host societies;"

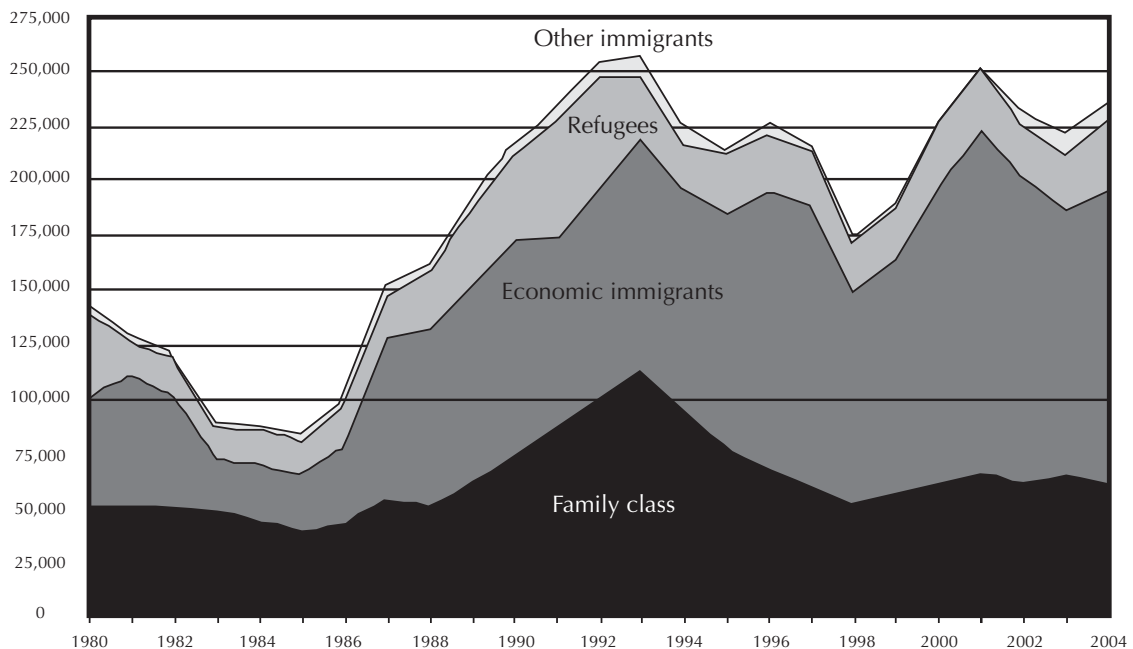
I believe that these remarks are absolutely fundamental in the context of managed migration. Migration is a natural phenomenon and it does respond, as Mr Kumar stated, to laws of supply and demand as well as to push and pull factors. It can and it must be

managed, and in Canada we strongly believe that, partly to protect the rights of migrants or emigrants and also to maximize the benefits for all concerned as well as being economic in content.

But I want to emphasize the obligations of host countries to integrate immigrants. That is a key element in managing migration. Canada, with its multi-racial, multi-cultural society, does not have all the answers but has experienced most of the problems. Integration in Canada means becoming part of the society in every way, economically, socially and politically. 18% of Canadians were born somewhere else. Only in Australia, the percentage is higher with 21%, while the United States is about 10%. In some European countries which are having problems with immigration, only 2% was born abroad. We try to reflect the diversities in key sectors of public administration - such as neighbourhood policing.

Canada is different from most countries in that we offer citizenship; we offer a life, not just a job. And within three years, when immigrants qualify, 83% choose to become Canadian. We aim at 1% of our population a year. We select abroad, and as you can see from the below table, we do so on the basis of three main categories: (i) family class (ii) economic immigrants, (iii) refugees. In our belief system, we continue to accept many refugees, about 25,000 this year, including incoming asylum seekers and candidates selected abroad through specialised agencies. The 250,000 immigrants who are chosen from the economic emigrant class or from the family class have been pre-selected which help to integrate coherent communities in Canada, including refugees.

Migrant categories in Canada, 1980-2004



In our policy underpinning we stress that immigration and integration is a two-way process. Immigrants choose us and we choose them. And in choosing us, in choosing to be permanent residents of Canada, they also choose to accept the core Canadian values,

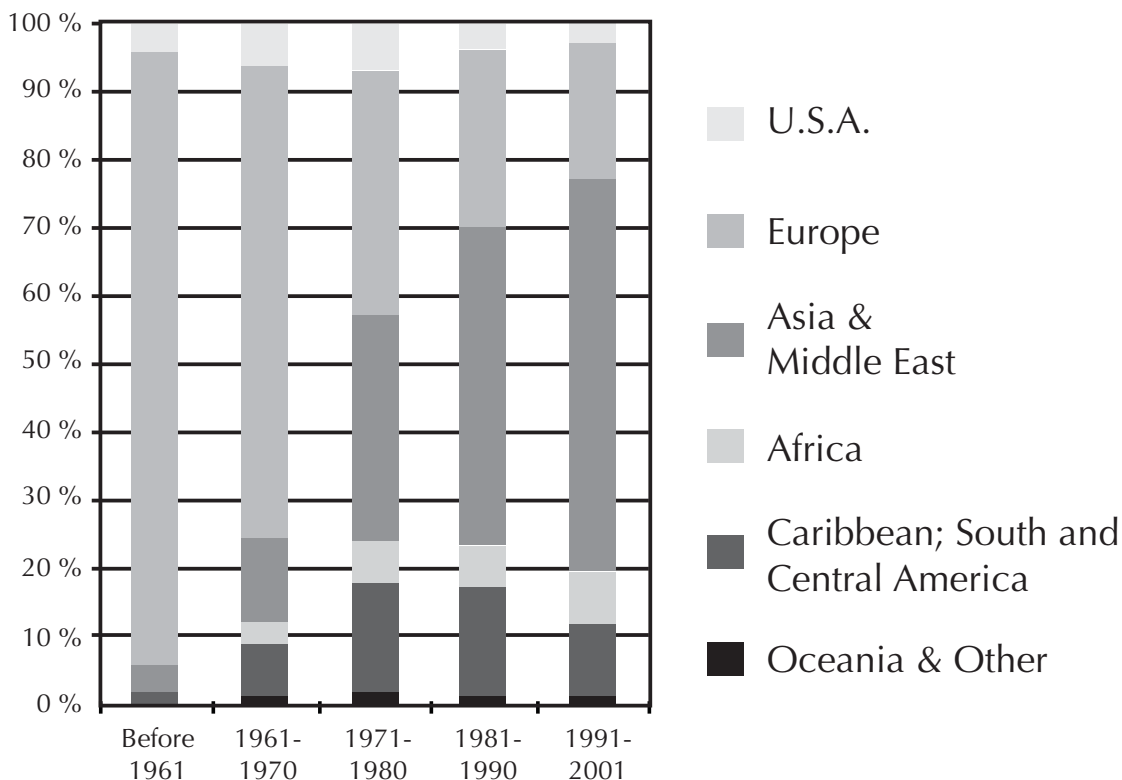
In our policy underpinning we stress that immigration and integration is a two-way process. Immigrants choose us and we choose them.

which are at the basis of our society, the Charter of Rights. The first among those, is the equality of women in every respect. We have citizenship tests to make sure that someone taking on the rights to citizenship is also knowledgeable enough of the responsibilities. If they are, they are

welcomed as Canadian citizens. An idea picked up by number of European Jurisdictions recently.

Integration is a fundamental goal of managed migration. It does not occur with temporary migration. Selection is the first step, and at all levels, civil society, government and individual Canadians are involved in the work of helping people to settle. We understand that the UN personnel this morning were arguing that temporary work contracts are a preferable form of migration. Yet, we, in Canada, believe the opposite, even though we do both. We admitted 230,000 permanent residents last year; and we also admitted over 90,000 temporary foreign workers to address short-term economic needs. But we make sure that the same labour standards apply (i.e. minimum wages, medical and pension benefits). They are expected to leave when the job is done, they are not integrated, not made part of the whole, and haven't come to become citizens.

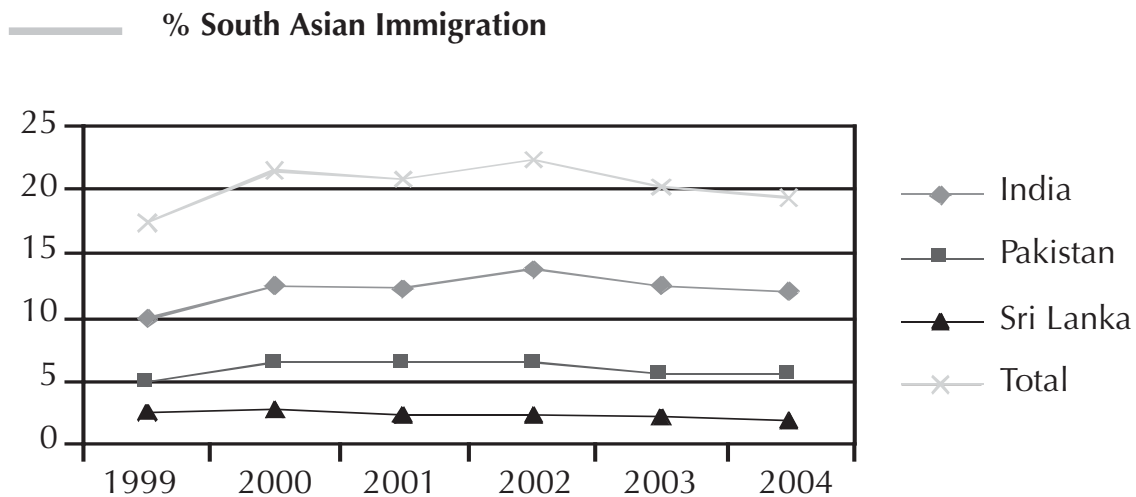
Majority of new immigrants to Canada



As the above chart shows, the majority of new immigrants today to Canada are from Asia and the Middle East. Between 1991 and 2001, 58% of Canadian immigrants came from

Asia, continuing to be the fastest growing part of immigrant population. But the main point I would like to make to Europeans, is that our immigrants come from a multiplicity of places. No country or religion dominate. In fact the fastest growing religious communities in Canada today are, in order, Muslims, Hindus, Sikhs and Buddhists. All fit in the society which is nonetheless pluralistically secular.

South Asian immigrants to Canada account for about 1 million in Canada and the number will grow. They are mostly Indians in origin as India is our second largest source of migration in-flow, about 26,000 in 2004 and increasing, second only to China. Other South Asian countries – Pakistan, Sri Lanka, Bangladesh – account for a total of 46,000. Taken together, these countries provide about 2/5 of our immigration from Asia and about 1/5 of our total immigration.



Source: Citizenship and Immigration Canada

What are the costs for source countries?

As all the costs have already been identified and clearly outlined by previous speakers this morning, I will just briefly list the key points to be borne in mind:

- Loss of highly skilled workers reduces economic growth – they are multipliers – and fiscal revenue;
- Essential services (especially health, education, governance) lose personnel;
- Lower returns from public investment in education;
- Human costs of prolonged family separation;
- Less tolerance of migrants from other countries.

What are the benefits?

We have talked a lot about remittances. I totally agree with Mr Kumar that it is vital for the developed world to help regularise remittances. The European Investment Bank reported

the day before yesterday that 16% of funds sent to African countries are lost because of inadequate access to banking services.

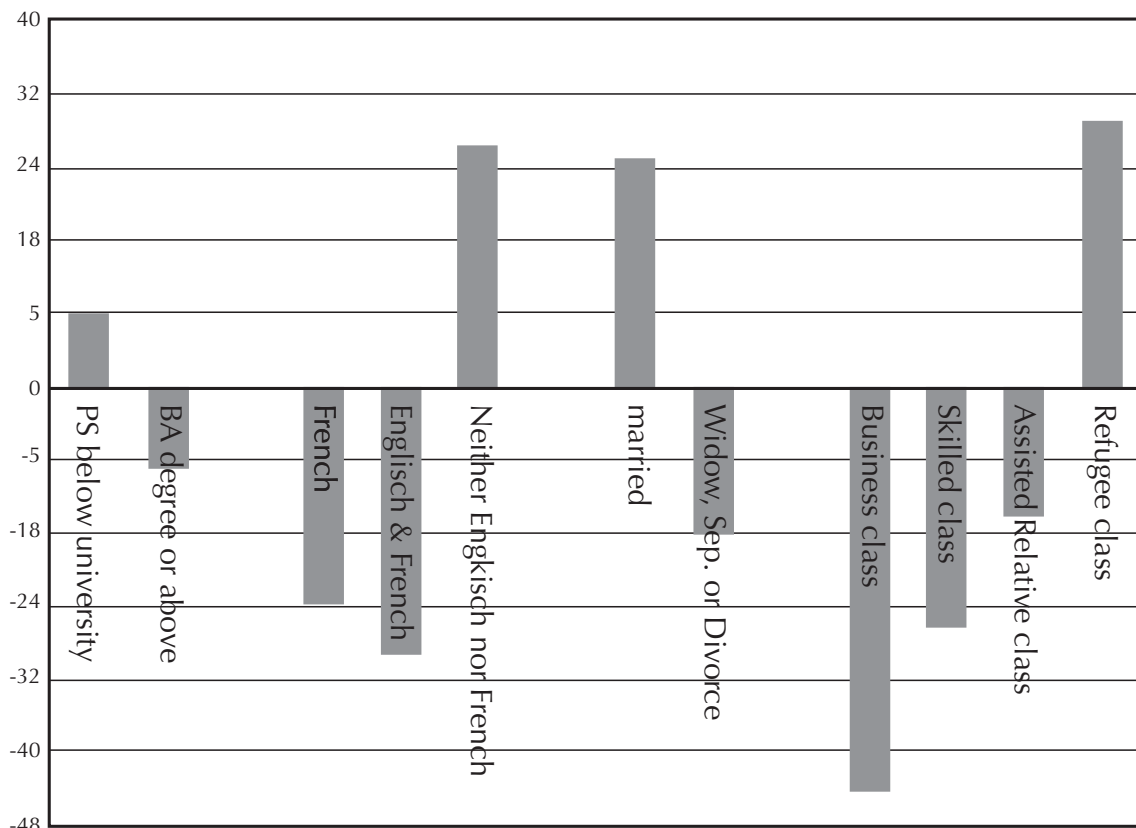
Yet, other benefits are important: knowledge transfer through return migration. Out migration which is return migration from Canada is estimated to become at one time or another about 35% for selected male immigrants from India.

The bottom part of the below chart represents the percentage of those, who at one point, become 'out migrants'. They return to re-engage with the country of origin without moving back. They choose to keep their Canadian citizenship even. They become residents of the country of origin. The classes of workers that this return affects all belong to, what Mr Kumar has termed, the top end of employment categories. They are university degree holders, managerial and professional classes. Those with less education, and refugees, rarely return. So

(...) migrants will continue to move and move back to where the economic opportunities are best.

migrants will continue to move and move back to where the economic opportunities are best.

Knowledge transfer through return migration



Continuous brain circulation India-Canada

	Share of workers who left in last year		Share of workers who have worked on-site and off-site in a DC				Relevant experience in a DC
	2002	1999	2002		1999		2002
			On-site	Off-site	On-site	Off-site	
Managers	3.9	11.3	20.9	60.7	22.8	56.3	54.3
Conceptualisers	3.5	8.4	29.8	59.3	27.2	58.2	54.1
Developers	10.8	16.2	23.0	45.4	25.6	47.7	44.7
Modifiers	5.6	9.3	33.2	43.7	37.2	39.2	17.4
Supporters	2.6	7.4	19.3	46.8	21.9	46.9	6.4

Let me talk about continuous brain circulation. The above chart demonstrates, from 1999 to 2002, a decrease in immigration of high-skilled workers from India to places of high demand, such as North America, and I presume Europe as well. I agree with Mr Kumar that

There is a global competition for talent but there is an unequal distribution of advantages. Obviously, not every country is India. There are pre-conditions to attracting talent or retaining talent. (...) What countries need obviously are growths, they need income distribution, improved governance of the kind of NEPAD is promoting in Africa.

IT migration from India to North America was the story of our time. 30-40% of IT workers in India report training in the developed world. Yet, what is happening now is that there is a general tendency to work off-site with the developed world rather than on-site. This Western training climbs to over 50% at the level of managers and conceptualisers. 60% of surveyed Indian high-tech firms viewed migration of skills as positive, pointing at outcomes to improved access to new technology and improved access of new information and customers.

There is a global competition for talent but there is an unequal distribution of advantages. Obviously, not every country is India. There are pre-conditions to attracting talent or retaining talent. India is benefiting from managed migration and brain circulation. What countries need obviously are growths, they need income distribution, improved governance of the kind of NEPAD is promoting in Africa. As Richard Florida stated 'innovation is absolutely synonymous with openness and diversity'. Without them, growth, that we associate today with India, would not occur. These conditions increasingly do apply in Asia. But it is obvious that Africa, generally, needs our concentrated help.

How can we help as global citizens? We are sharing talent, futures with Asia and it is largely a positive story. But is there guidance for similar story in other parts of the world. In North America, we have to strengthen our own capacity for science and engineering. In the US, in the last 10 years, the number of Phds in the physical sciences has actually dropped. We

have to get our own capacity up while welcoming exchange, upgrade and interactivity. Development assistance is also absolutely vital. We should draw from the Diaspora in our country which very often become instruments of that increased development assistance.

We need partnership with countries who are partners in migration. These win-win partnerships have so far been successful for Canada and also for the US. The issue is whether we can extent this successful story to other part of the world. Using business is terribly important. We need to get past complaints about cost competition, either in services, knowledge industries or outright manufacturing. The important thing now is building integrated supply chains, creating organically linked business networks so that low cost producers are producing for common benefits, globally.

This is the story of a settlement immigration country, one which is, I guess, an exception with the United States, Australia and New Zealand. I can tell you that when Jean-Marie Le Pen started his slogan of '1 million de chômeurs, 1 million d'immigrants', our story proves the opposite

of that. Our growth in job creation – in this respect, we have led the G8 in job creation over the past 10 years - is totally synonymous with the growth in new Canadians.

Our growth in job creation (...) is totally synonymous with the growth in new Canadians.

Reflections by Mr. Alan Winters, Director, Development Research Group, the World Bank

A lot of stalls have been set out today. We have had people offering us a complete liberalisation of European trade in order to curb illegal migration, we have heard proposals about tax rate to the diaspora, we have heard almost everything. You could pick and mix yourself a set of policies, indeed it was a very important conference.

Summarizing the discussions of the whole day is quite a difficult task. I cannot pretend that I have got quite a perfectly balanced summary, but I am going to point ten things very briefly which just struck me and which, I think, captured the flavour of at least some of the discussions.

First, I think everyone agreed that development is paramount. Development really is what we aiming for.

Second thing, which nearly everybody agreed is that migration is not an alternative to development. We might want migration to contribute to development, but the idea of us saying that we do not have to worry about development because we have discovered migration, is just not a sensible way of thinking about this issue.

There was also some discussion about whether development is a substitute for migration. In other words, if we get development, will that curtail migration?

(...) migration is not an alternative to development. We might want migration to contribute to development, but the idea of us saying that we do not have to worry about development because we have discovered migration, is just not a sensible way of thinking about this issue.

I heard several times today and also yesterday about tackling the root causes of migration or the root causes of illegal migration. I think the story here is very much one of eventually if incomes were equalized, if incomes got closed to each other. If there is a difference of 50 %, then indeed we might see less migration. Although even within areas of very similar incomes, we still do see some migration. But when we think about the world, differences in incomes factors of a 100, 100 to 1, then we shouldn't think that a couple of years good growth in some country or another is going to make much difference to migration. So I do think that we need to be realistic about how quickly we are going to find, as it were the migration problems were perceived by some people, actually goes away.

The terms the best mitigation for migratory flows is creating, not necessary development, but a sense of optimism and opportunity for the people to determine their own welfare bank at home.

The root causes discussion, sometimes, drifted off into quite direct policy to do with illegality or undocumented migration. Nearly everyone agreed that this is an issue that is not going to be solved by ever fortifying borders, but in fact indeed some cooperation.

That takes me to the next of the issues which we had on our sessions and some other sessions as well and that is coherence. We all have a good deal of enthusiasm for coherence. Indeed if I had time I would take a vote to see if anybody would vote for incoherence. So what is the issue? The issue really is twofold. First, coherence could be pretty costly. We are all setting around and talking when there are calls for actions, which actually absorb quite a lot of time and effort. Second, as Ms. Hania Zlotnik captured it, coherence is about all pulling together to achieve the same set of objectives. But we haven't got the same set of objectives, that's one of the things we should have noticed today. People really are coming to this table with really very different sets of objectives. But I think in a different context, I have observed, that the word coherence has in the middle the word "hear" in it. The question is to hear about what are we going to be coherent? At the moment, I don't think we know enough about migration to be particularly coherent. Experiences in other areas and a lot of studies, for instance from OECD suggest that under these circumstances, where our objectives do differ, where you indeed do not have too much idea about technology at the thing which you are trying to control, the real key to coherence is understanding. It is doing joint analysis, is being clear about the way you see the world trying to ascertain a little bit more precisely how the world works. So I think the point that I would get out of that, in a sense, is that analysis is the point around which we could cohere, we could all agree to study these issues very seriously. It will help us come to joint policy action. But we are not at the moment in a position where we could write down, we all agree to go over here or here and it is only stupidity that stopped us from doing it previously.

Related to that, I heard some very strong consensus that we should collect some more and better data. I heard consensus that we should do more and better analysis as well as to have better capacity-building. If we try to ascertain -if we had a consensus on what capacity-building meant, it might fall a part but at least, if we stick up the words, we've all agreed that. There is no common agenda in these sorts of areas and that is very appropriate because the area is really so complex.

Associated with these thinking activities there were quite a lot of presentations and call for action and consensus that as well as talking we actually have to get on and do things. A wide range of one of the most fruitful bits of this discussion we have had today for me has been a very wide range of examples of things, of countries and organisations often with IOM which have tried return programmes, training and information programmes, would be migrants, diaspora clubs, micro-finance for small organisations and so on. This is I think really again a case where we have to let a thousand flowers bloom. We do not know which of these are the best of them and particularly where they will work and where not. Let a thousand flowers bloom and then let's observe these flowers carefully and see which ones prosper and where. In other words, we do need for all these policy activity recognise that there are experiments, recognise that they are small scale and then evaluate them; think about how we should review them whether they scale up. Remember that most of all what we are spending here is public money. There is duty on us to ask is this the best way of spending it? Let me reiterate: They are mostly small scale. Danny (Mr. Danny Liepziger) has dealt with that and that is the place where we can be fairly active in policy. The occasional calls we have had for global agreements or global institutions seem to me to have been in a

sense calls for themes but without too much definition about how exactly what they would do. There has been a mention about so called global migration facility, but we did not have any discussion of that and clearly for some big institutional exercise, we need to have some discussion as well as a notion of what we would do.

Several people mentioned bilateral agreement, which is important in this area. Migration policy, perhaps more than policy in other areas, relies on trust. People are involved and a lot of things that we would like to know are basically unobserved, where we really have to trust our partners. It is very much easier to work on trust or bilateral or trilateral basis, particularly with neighbours than globally. To find the lowest common denominator about which say the 150 members of the WTO can trust each other would lead you to believe that we do end up with a small deal. So we are realistically, and it is a huge blow to multi-naturalists lying, to accept that most of the progress is going to be at a bilateral level.

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Finally, other observations that I heard and which I cannot say that they are consensuses, but quite a bit of discussion about integrating migration into the sending countries, overall: the poverty strategies. We have to be coherent about migration in the sense when we are thinking about development policy.

And finally, an observation that really does bear reiteration from at least three of the speakers during the day: We do need to get into our heads to relative sizes of different migratory flows. The Minister from Mali pointed out that most Malians abroad are actually still in Africa. It is a South-South issue. We do not want this particular issue to become too europeanised. There are many different perspectives and many perspectives where developing countries and development are on both ends of the equation and that we do need to be serious about that.

DAY ONE 15 March 2006



Welcome address by Armand De Decker, Minister for Development Cooperation, Government of the Kingdom of Belgium



Welcome address by Brunson McKinley, Director General, International Organization for Migration



Patrick Dewael, Vice Prime Minister and Minister for Interior, Government of the Kingdom of Belgium, delivering his speech at the opening session



Papa Owusu-Ankomah, Minister for the Interior, Ghana, delivering a speech on behalf of H.E. John Agyekum Kufuor, President of Ghana, at the opening session



Papa Owusu-Ankomah, Minister for the Interior, Ghana exchanging with Armand De Decker, Belgian Minister for Development Cooperation



Danny Leipziger, Vice-President for Poverty Reduction and Economic Management, the World Bank, delivering his speech in session I



Sir John Kaputin, Secretary General of the ACP, taking the floor in session I



Bience Gawanas, Commissioner for Social Affairs, African Union delivering her speech in session I



N.K. Singh, former Commissioner at the Global Commission on International Migration, delivering his speech in session I

DAY ONE 15 March 2006



Hania Zlotnik, Director of the Population Division at UNDESA, giving a presentation in session II



Jan O. Karlsson, former co-Chair of the Global Commission on International Migration, delivering his speech in session II



Régine De Clercq, Belgian Ambassador for Immigration and Asylum, chairing session IIIA



Oumar Hamadou Dicko, Minister of Malians Residing Abroad and African Integration, delivering his speech in session IIIA



Olga Zrihen, Belgian Senator, delivering her speech in session IIIA



Athauda Seneviratne, Minister of Labour Relations and Foreign Employment, Sri Lanka, taking the floor in Session IIIB



Ambassador Jeremy Kinsman from the Canadian Permanent Mission to the European Union delivering his speech in session IIIB



Minister Armand De Decker and Minister Patrick Dewael at the Belgian Ministerial press conference



Krishna Kumar, former Indian Secretary of Overseas Indian Affairs, delivering his speech in session IIIB

DAY TWO 16 March 2006



Brigitte Girardin, Minister Delegate for Cooperation, Development and the Francophone Countries, France, delivering the opening speech on the second day of the conference



Nouzha Chekrouni, Ministerial Delegate in Charge of Moroccans Residing Abroad, delivering her speech in session IV



Agnes van Ardenne, Minister for Development Cooperation, the Netherlands delivering her speech in session IV



Ndioro Ndiaye, Deputy Director General, International Organization for Migration, delivering her speech in session IV



Minister van Ardenne, Minister De Decker and Minister Delegate Girardin exchanging views



Patricia A. Sto. Tomas, Secretary of the Labour and Employment Department, the Philippines, delivering her speech in session IV



João Gomes Cravinho, State Secretary of Foreign Affairs and Cooperation, Portugal, delivering his speech in session IV



Anne-Marie Lizin, President of the Belgian Senate, presiding session IV



Vanesa Vizcarra from Microfinance International Corp. delivering her speech in session V A

DAY TWO 16 March 2006



Jean-Marie Rurimiriye, President of the Great Lakes Cooperative Bank, delivering his speech in session V A



Ruth Albuquerque, President of IPAD summing-up the discussion of session V A



Prof. B. Lututala Mumpasi from the University of Kinshasa delivering his speech in session V B



Barna Karimi, Deputy Chief of Staff of Hamid Karzai, President of Afghanistan, delivering his speech in session V B



Brunson McKinley, IOM Director General conversing with H.M. King Albert II, King of the Belgians



Alache Ode from the African Foundation for Development summing-up the discussion of session V B



Conference Closing Session addressed by: Armand De Decker, Belgian Minister for Development Cooperation; Franco Frattini, Vice-President of the European Commission and Commissioner for Freedom, Security and Justice; Brunson McKinley, IOM Director General; Karel De Ducht, Belgian Minister of Foreign Affairs



Conference participants being introduced to H.M. King Albert II, King of the Belgians



Day two

16 March 2006

Opening statement by Brigitte Girardin

**Minister Delegate for Cooperation, Development and the
Francophone countries¹⁰
Government of the Republic of France**

It is an honour for me to open this second day of your work on links between migration and development. Even more, it is a real pleasure to be able to respond to the invitation from my counterpart and friend Armand De Decker, whom I want to thank here for the initiative of jointly organising this conference with the International Organization for Migration, the European Commission and the World Bank.

The initiative is a positive step, because the topic, as we see, is particularly pressing for countries both in the North and South. And it is exactly this meeting of shared preoccupations which is the new feature that may lead us to believe in a new, more shared approach to international migratory phenomena.

*(...) policies founded on the link
between migration and development
must be based on principles of
solidarity and shared interests.*

I will immediately assert my conviction that policies founded on the link between migration and development must be based on principles of solidarity and shared interests. I want to orient my thesis within this context as a contribution to preparing the next high-level United Nations dialogue, by sharing lines of reflection and ideas on good practices with you.

However I believe it is useful to recall in advance that international aid must aim to combat poverty and promote sustainable development in the context of a global multilateral partnership. This is perhaps restating the obvious, but it is important in my view for our migratory policies not to take aid hostage – cooperation policy does not a priori have either the purpose or means of controlling movements of peoples and attempts to prevent immigration are illusory. In contrast, opening up all borders would be suicide for a State. The approach that brings us here together is, I believe, the search for shared fields of interest and incentives that are likely to make migration a contribution to global well-being.

To this end, I first wish to restate why I believe migrants are not a threat, but actually an opportunity, before very briefly presenting the French responses to the link between migrations and development.

¹⁰ Translation – Original in French.

1. Firstly, I want to highlight how much the phenomenon of migration is a lasting factor. It should therefore be understood as such so that it can be an opportunity both for the country of origin and host countries.

The prerequisite for our joint efforts is that migrants should not be viewed as a threat. In contrast, they can be an opportunity and I think this as much from a humanist conviction as from a clear understanding of the national interest.

(...) migrations are an extension of national employment markets. The migrant leaves a market that does not suit him, either because the wage is too low, because the market is too restricted or to develop new prospects for qualification. But at a more global scale, all of these exchanges generate a gain and by doing so international migrations contribute to the growth of the general well-being(...). The World Bank estimates that migrants' contribution to the growth of global income will be approximately \$ 772 billion in 2025. Of course, it is important for this global gain to be distributed equitably between North and South.

Today, migrations are an extension of national employment markets. The migrant leaves a market that does not suit him, either because the wage is too low, because the market is too restricted or to develop new prospects for qualification. But at a more global scale, all of these exchanges generate a gain and by doing so international migrations contribute to the growth of the general well-being. The figures exist and are undeniable. The World Bank estimates that migrants' contribution to the growth of global income will be approximately \$ 772 billion in 2025.

Of course, it is important for this global gain to be distributed equitably between North and South. This is what we must work on together: I believe that countries in the North, like countries in the South, should stop having to experience migrations passively, and that we can cooperate usefully in this direction:

- Firstly from the side of the countries of origin, the debate is focusing on the negative effects of the departure of qualified workers. However, I believe this question should form the subject of a much more nuanced approach than is generally the case:
 - firstly, because it must be admitted that a qualification obtained abroad occasionally cannot be used in the country of origin,
 - and then because there is an emulation effect on the young people who have stayed at home. Some analysts note that the success of students who have left for abroad is an incentive to train for students who have stayed in the country of origin, thus generating a beneficial effect on the educational system.

Nonetheless, it is always preferable for a student who obtains a high level diploma abroad to be able to put his competency at the service of his country of origin. So there is probably

a need to develop training networks or disciplines that better match the specific needs of countries of origin (e.g. in the healthcare field) in host countries. This is certainly a line that should be explored among us.

- Secondly, on the part of the host countries, and more particularly Europe, I think we must put ourselves in a position to attract the migrants that we need most. To do so we must eliminate the real obstacle race that they now have to go through, by extending them a respectful, value enhancing welcome and offering them a genuine 'route to mobility', which is essential if we do not want the migrant to be lost to his country of origin. Paths exist and firstly include the signals that host countries can send by providing information on their conditions of welcome. These are actually determined as much by employment and housing markets as by public policies. This is a prerequisite for me.

2. After defining some aspects of the general framework allow me to move on to France's experience of managing migratory flows and the new orientations it intends to give to its adopted policy so that it focuses more on partnership and mobility.

Migration should be thought of as a reversible phenomenon, at least partially. I am referring to the probable development to what I call 'project migrations', i.e. migrations conceived of as a moment of personal and professional travel, with occasionally a second destination country and possible working time in the country of origin. The most qualified groups in developed countries are partly involved in this type of migration. Such a development also reflects the new position of employment markets, as lifetime employment is now a thing of the past and geographical mobility is gradually becoming necessary for everyone for the design of really qualifying careers.

Based on this observation and while taking account of interactions between migrations and development, France has started to work in two directions:

- Firstly it is trying to concentrate its help better in order to improve living conditions in identified areas of emigration. It is the will to flee poverty that comprises the main motivation for clandestine immigration. We therefore must make sure that we concentrate our help on financing projects that create employment likely to keep people at home.

Mali and the Comoro Islands were thus identified as pilot countries given the migratory pressure that their citizens exercise on all or some of our national territory. These countries benefited from local support programmes, micro-business foundation assistance and individual re-inclusion projects between 2003 and 2006.

However, experience shows that an effort relating to the immediate material environment alone is inadequate to reduce motivations for emigration significantly. Development aid, including aid to tackle the causes of migrations, will ultimately be faced with the global social and political environment. So-called good governance of a country, which forms an essential axis of all development aid policy, is the only guarantee of well- controlled management of population movements.

➤ But today I specially wish to emphasise the second axis of our policy to you because it is at the heart of the topics on the agenda for your work in the two following sessions. France is actually one of the first countries to have set up actions aimed at associating migrants located in its territory with the economic development of their country of origin. This is what we will call 'co-development' from now on.

By co-development we mean 'all development aid action, whatever its type and sector of intervention, in which migrants living in France participate. This participation can be diverse and occur at various stages of the process'.

By co-development we mean 'all development aid action, whatever its type and sector of intervention, in which migrants living in France participate. This participation can be diverse and occur at various stages of the process'.

The association of migrants with development projects has evolved over time. Whereas it was originally linked to an attempt to master migratory flows, from now on it will be part of a fully-fledged development cooperation logic.

Co-development has thus become one of the main axes of French cooperation policy and it aims to participate fully in developing countries of emigration.

Admittedly its place and role are still modest. Nonetheless, the concept is receiving an increasingly favourable welcome from migrant communities, insofar as it goes beyond a concern to encourage a return to the country of origin. Moreover, it fulfils a need among migrants to keep a close link with their country of origin.

In this context the policy of co-development centres on two major goals:

- Firstly, there is a need to channel migrants' savings towards productive investment in their country of origin. This is a major challenge: it is estimated that some € 7 billion is transferred annually through formal channels alone from Europe towards Mediterranean countries that are neighbours and partners of the European Union. These savings, which are generally an essential source of financing for the countries concerned and are greater than development aid, nonetheless have two faults - not all countries benefit according to their needs and it is estimated that only 10 % of the amount is used for productive investments. This is why our policies must target the twin goals of increasing the flows of savings where the need is greatest and improving the efficiency of transfers in this field.

Carrying out these two actions notably assumes a close link with the financial systems in the countries to which migrants' savings are forwarded. So transfer operations together with North-South actions involving migrants can offer an opportunity to reinforce bank lending or micro-financing capacities in African countries.

For greater clarity I will mention some examples of actual projects:

- A project involving Crédit mutuel and Agence française de développement which is beginning in Senegal and Mali will soon allow micro-credit centres to grant larger loans than those which they are currently able to offer.
- A fund has also been set up in Morocco to help Moroccans living in France to set up businesses. In the same spirit, a plan to create rural holiday cottages in a tourist region is underway. These holiday cottages are financed by Moroccans in France. Some of them will return home to manage the units, while others will stay in France and entrust management to a member of their family.
- Support for the re-inclusion of migrants who want to return home to set up a small permanent business is another concrete example. This can involve creating a small shop, food crop farming or any other business. These volunteers obtain help of EUR 4,000 to 7,000 depending on the quality of the project, measured according to criteria such as personal contribution, its innovative nature or the number of jobs created. Apart from this financial assistance, the beneficiaries receive aid to formalise their project and receive technical support in the start-up phase for at least one year. This local support is also essential for the success of the project.
- The second goal of our co-development policy is to mobilise qualified diasporas with a view to ensuring a mobility of skills.
The elites of the diasporas, whether teachers, doctors, researchers, engineers or IT specialists, account for several thousands of high-level people in France who have been trained in our universities and professional colleges. They have often remained attached to their country of origin but do not consider returning there. Through co-development they are encouraged to work more directly on developing their country or region of origin. Transfers pursued here therefore take place in fields and in topics defined with the local authorities and the diaspora. Our concern is to ensure good interfacing with national development strategies.

Co-development provides support for the players' mobilisation, through the financing of short and medium term assignments in their country of departure. In this context I will cite three examples:

- Firstly, a programme established for the scientific, technical and economic diaspora of seven Francophone countries (Morocco, Algeria, Tunisia, Lebanon, Vietnam, Cambodia, Laos).
- Secondly, we are working on a project titled 'INTER PARES' of double chairs, which allows university staff from the South and the diaspora to work alternatively on at the same chair in France and Africa. This action will favour the return of skills and the consolidation of African higher education by Africans themselves.
- Finally, other actions aim to reinforce African regional schools. France resolutely supports the plan to create an African Institute of science and technology. This initiative should be able to count on the support of scientific and industrial partnerships in the North and on

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regional centres of excellence in the South operating according to the same principles and on a complementary basis, plus the involvement of qualified migrants.

These are some channels of reflection that I wished to raise to you this morning by specifically highlighting this concept of co-development that (as I know) encompasses many of the concerns we share.

I believe that it is a really innovative and federating policy whose foundation involves a sharing among countries of origin, transit and host countries. I therefore hope it can become a bridge between us and a bridge between our peoples, beyond the borders of our different nations.



Session IV : Migrant communities and development

BACKGROUND PAPER SESSION IV

Migrant Communities and Development

Prepared by IOM

Setting the scene

- Interpreted broadly, the term “migrant communities” incorporates populations settled abroad - also referred as diasporas - and temporary migrants. The word “community” acknowledges a collective dimension, but should not be understood to mean that migrants share one homogenous identity.
- The positive contributions that migrant communities can make to development strategies, poverty reduction and economic growth are gaining considerable interest in the migration and development debate. Although it is only recently that their contributions are receiving the attention they warrant, migrants and diasporas have actively contributed to the economic, social and political development of their home countries for years.
- Migrants and diasporas are often highly interested in supporting the development of their home countries, provided that opportunities for their involvement are credible and that their status in the host country (e.g. work, residence and/or naturalization rights) will not be jeopardized.

What are the principal contributions of migrants and diasporas to development?

Development includes diverse elements, such as sustainable economic growth, social advancement and human empowerment. The means by which migrant communities can contribute to home country development are also diverse, encompassing business creation, trade links, investments, remittances, skills transfer, exchange of experiences and changes in cultural roles. Due to their knowledge of and privileged ties with their home countries, migrants can be in a unique position to contribute to one or more aspects of development.

- Community and local development. Migrants from the same home region or locality often concentrate in the same geographical areas in the host country, and can contribute to the development of local communities in both home and host countries. Migrant and diaspora organizations tend to support local or regional (rather than national) development projects in home countries. The success of community-based initiatives such as the Mexican, Irish, Italian or Polish Hometowns Associations lies in the localized ties that diasporas maintain with their specific regions of origin and the local nature of their development projects. As a result of the concentration of Ghanaian diasporas in Modena, Italy and their economic contribution to the region, the municipality of Modena undertook to work with Ghanaian associations for the development of their country of origin. Sixty-six per cent of the 49 countries responding to IOM’s 2005 survey on policies to engage diasporas as agents for development reported that their main interlocutors among the diasporas are hometown associations (IOM 2005a).

- Skills circulation. Policy attention is focused today on the mobility of populations, with the objective of allowing both origin and destination countries to benefit from migration through, among other things, knowledge and skills transfer. However, there are many obstacles to maximizing knowledge and skills transfer: for example, some migrants work below their skill level because their qualifications are not recognized at equivalent level or because they are unable to work legally in the host country, resulting in brain waste and deskilling. In this regard, a survey of Zimbabwean diasporas in South Africa and the UK (Bloch 2005) points to occupational downgrading.
- Financial and entrepreneurial flows associated with migrant communities. Foreign direct investments (FDI), trade exchanges, business creation and donations are some of the financial contributions of diasporas to development. These flows can be significant: for example, it is estimated that 50 to 70 per cent of FDI in China originated from Chinese diasporas. The exportation of Hispanic products to the United States, known as “nostalgia trade”, often represents an important source of income for small and medium enterprises in home countries (IADB 2004). Diasporas lobbying and advocacy initiatives have provided support for specific trade agreements between host and home countries, such as between Southern European countries and Northern African ones. Illustrating the significance of diaspora entrepreneurship is the finding that nineteen of the top-twenty Indian Software businesses are founded or managed by professionals from Indian diasporas (ADB 2004).
- Migrants’ remittance transfers. In the Caribbean, 40 per cent of remittances are received by rural households (IAD and World Bank 2004), which are the poorest populations, while in Guatemala remittances contributed to re-establishing the productive base of regions affected by the 36-year internal armed conflict (IOM 2004). Awareness about the poverty reduction potential of remittances is increasing, as evidenced by numerous initiatives to channel remittances to development uses, such as the Salvadorian programme “Unidos por la Solidaridad” or the Pilipino programmes LINKAPIL (which orients diasporas funds towards education, health care projects and micro-business projects) and PHILNEED (which identifies sectors in need of financial support from Filipinos abroad).

————— What are the policy options?

Migrants and diasporas can make a difference in the right policy context. The emergence of migrant and diaspora associations is not a new trend, although their recognition as development partners is more recent. The extent to which migrants will be willing to (collectively or individually) contribute to development is related to factors such as institutional frameworks, socio-economic settings, political environments and “soft” issues of perceptions, images, trust and social identification. Furthermore, the interests of home and host countries can not be divorced, given that the potential of diasporas to play a role in home country development is related to their status in the host country and whether the host country is high, middle or low income.

- How can home countries better integrate migrant and diasporas initiatives in their national development strategies? For instance, Benin, Burkina Faso, Mauritania, Cape Verde, Madagascar and Mali mention the possibility of drawing on available diaspora

resources in their country development strategies, while Ethiopia and Ghana explicitly refer to diasporas in their Poverty Reduction Strategies.

- How can host countries partner with migrants and diasporas, recognize their transnational contributions and actively involve them in collaborations between the host and home countries? For instance, the UK consulted Sierra Leonean and Indian diasporas to develop its country assistance plans for Sierra Leone and India, and France supports migrant entrepreneurial projects in Mali, Senegal, Benin, Congo and Sierra Leone.
- What incentives encourage migrant contributions to home country development? For instance, dual citizenship, voting rights for expatriates, the possibility to transfer pension rights and social benefits acquired abroad and the simplification of bureaucratic procedures can encourage and facilitate diasporas' economic contributions.
- What institutional mechanisms can be used to engage diasporas and encourage their contributions to development? The numbers of national ministries for expatriates or citizens abroad have increased dramatically in recent years and governments have committed themselves at a very high level to cooperating with diasporas (e.g Mexico, Colombia, Morocco), while endeavouring to respect diasporas' own priorities and concerns.
- How can the impacts of migrant and diasporas contributions to development be better measured? While the impacts of remittances are becoming common research subjects, the trade, business and entrepreneurship contributions of migrants are frequently undocumented.

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Nouzha Chekrouni

**Ministerial Delegate to the Ministry of Foreign Affairs and
Cooperation in Charge of Moroccans Resident Abroad
Ministry of Foreign Affairs and Cooperation
Government of the Kingdom of Morocco¹¹**

First of all, President and dear friends, I would like to say how glad I am to participate in your work today. It is also a chance for me to thank you, Mr De Decker, friend of Morocco, for having invited us to this very important debate, and also to congratulate you on your choice of theme. I would like to take this opportunity to welcome especially the efforts made by the International Organization for Migration and the very fruitful partnership that has bound us together, Mr McKinley, for the past few years; we are very grateful for it. I would also like to thank the European Commission and World Bank.

Migration is a key question at the heart of both national and international concerns because it is profoundly engraved in the history of nations and human societies; and because it is a lasting phenomenon. The question of migration is an historical phenomenon. Today, it is a question that takes on ever wider proportions, and which is often debated without the required serenity. Against a simplistic and confused backdrop, it is often linked to the issues of terrorism and the struggle against organised crime. But we should never forget that it is a question that regards above all human beings, and that human exchanges are at the heart of interactions between peoples and societies.

With regard to these rapid and sometimes complex developments in our modern societies, these questions call on us – and all relevant decision-makers and field actors – to tackle and investigate this dynamic of migratory flows in an objective way, so as to grasp the impact, the problems and above all the solutions that can be provided; because migration is not only about problems, it is also and above all about solutions, provided one chooses to see migration from this angle. So we believe that migration offers solutions and we will try, in light of this analysis, of this dynamic, to try to articulate joint policies, or an international migration policy, which should at the same time conform to democratic principles and the legitimate aspirations of migrants.

Today, at the dawn of a new millennium, we can only deplore the fact that migration is perceived in terms of uprooting, marginalisation and exclusion. The dramatic events of the last few years have, in the confusion, led to the issue of migration being mixed up with strategies in the struggle against terrorism and cross-border organised crime, thus feeding racism and a new wave of xenophobia, which inexorably lead to political, ethnic and religious extremism.

¹¹ Translation – Original in French.

Faced with these challenges, and as the predominance of an approach strictly based on security has proved insufficient in managing this issue, we are called on to build a new and joint vision – one that is clear and precise – of the challenges of world migration.

Against the current backdrop, coercive and restrictive policies, based solely on security concerns, have failed to provide the expected results. On the contrary, they have reinforced illegal migration and the stranglehold of networks of exploitation of human beings. Also, from our viewpoint, a new and common migration policy is needed that takes into account economic and social factors in the assessment of this question.

Against the current backdrop, coercive and restrictive policies, based solely on security concerns, have failed to provide the expected results. On the contrary, they have reinforced illegal migration and the stranglehold of networks of exploitation of human beings.

Fully aware of its responsibilities in this field, Morocco has developed a coherent migration strategy as part of a wider approach that aims to highlight both co-development with host countries and the effective involvement of Moroccans residing abroad in the sustainable development of their country. The dialogue that we engage in with our Mediterranean

Morocco has developed a coherent migration strategy as part of a wider approach that aims to highlight both co-development with host countries and the effective involvement of Moroccans residing abroad in the sustainable development of their country.

partners, notably within the Dialogue 5+5 framework, focuses on the need to organise development aid policies according to innovative concepts. Morocco considers migration to be a positive phenomenon, a factor for development, which should be beneficial for the country of origin as much as for the host country. But we can only meet this goal if migration is overseen by genuine co-development agreements. This means directing the synergies and capacities of migrant communities toward the development of countries of origin, channelling savings toward productive investment and the mobilisation of competencies. So I agree with what you

said, Minister, and we believe that at this level, transfers home by Moroccans residing abroad form an undeniable contribution. To give some figures, transfers by Moroccans represent some 10% of GDP and 13% of bank deposits. Admittedly, these transfers are rivalled by tourist spending nowadays, since Morocco has set as one of its goals to attract some 10 million tourists by 2010. So tourist receipts have made considerable gains and currently vie with transfers made by Moroccans living abroad.

I believe co-development is not only about transfers. These transfers have centred on the real estate sector because Moroccan migration to Europe during the 1960s was ostensibly a temporary migration and people kept in their minds the illusion of returning. And so investment was predominantly made in real estate. But with the passage of time, we have come to the third and fourth generations in Europe; so I can say that investments no longer

go to Morocco in this sense because new generations invest more in their countries of residence, to the extent that we come to see them as potential investors or tourists. I think therefore we need to rethink the current development approach with these things in mind; notably with regard to these new generations and these new migratory flows. Morocco is

(...) it is very important to stress that the question of migration, or brain drain as it is often referred to in our countries, is a considerable loss for countries like Morocco which do not possess oil or gas, focusing more on human potential as their real wealth.

most likely not alone in this respect, but talent tends to migrate. They migrate in search of better opportunities because the world is now open with globalisation. So I think it is very important to stress that the question of migration, or brain drain as it is often referred to in our countries, is a considerable loss for countries like Morocco which do not possess oil or gas, focusing more on human potential as their real wealth.

These are brains that depart elsewhere. I think that this is a loss for Morocco, but we also need to look at it from the other side – that these Moroccans can play a role in bringing people together. And we certainly embrace dialogue between peoples because we know that the real bridges between peoples are human bridges. Given that Morocco is aware of this challenge, that co-development is also about integrating frameworks, Morocco has drafted a national social and economic development strategy. It has also developed a programme entitled FINCOME (Forum International des Compétences Marocaines à l'Étranger) and I would like to share some key points of this programme with you.

I want to emphasise on the concept of co-development, which is gradually gaining a prominent place within our national social and economic development strategy. This is due not only to the fact that transfers are very substantial but also because of Morocco's extensive experience in this field. What we are trying to achieve is very heartening and we hope to promote this concept of co-development, so as to ensure it has a real impact on the development of Morocco, via the creation of job and income generating activities, above all in regions prone to migration out-flows. Because the issue of migration has two sides for us - since illegal migration is also a very worrying issue - the struggle against illegal migration must essentially grapple with the causes of this migration, and is thus inextricably linked with the struggle against poverty. We are convinced that we will be able to mobilise the talents of Moroccans abroad, among migrants, and also marshal the various actors in civil society. This is because the civil society is an essential partner in launching these strategies, and above all in getting societies involved in these strategies. I think that only these synergies will enable us to raise the profile of this concept among public and private operators, including decentralised groups. So this is very important for us because we have, as I already said, established a programme entitled FINCOME. This programme is aimed at all Moroccans abroad, specifically to help them take a full role in development activities and to contribute to this dynamic today in Morocco.

So FINCOME is an institutional space uniting government, civil society, and the private sector (because we cannot conceive of such an initiative without the private sector). It is a programme that offers an institutional platform for enabling Moroccans, and Moroccans living abroad, to contribute to the country's development in all areas, namely management, administration and

good governance; it is above all a programme that will aim to adapt supply to demand, between the demand in Morocco and what Moroccans living abroad can supply.

I would like to end by stressing two key points: firstly the contribution of Moroccans in the context of a national migrants' day, which we celebrate on August 10. This should institutionalise the contribution of Moroccans to their community, given that the question of local governance is fundamental to us, notably in the choice of democratisation. Beside this, I would also like to underline that with these efforts, through which we are today trying to create synergies, we above all want to help building, as I already mentioned, a bridge between the host country and the country of origin.

I would finally like to stress that the problem of migration has another more painful feature, that of illegal migration. This is an ever more thorny issue, for which we are called on to come together to provide innovative and above all ethical and balanced solutions – because for us illegal migration is the negation of the right of the human person, and puts human beings beyond the protection of the law, while promoting the shadow economy. And something I must stress is that women and children are truly the most exploited elements in this kind of migration. I would also like to flag that the growing interest granted by the European Union to the phenomenon of migration, notably due to demographic projections heralding the ageing of its population and a shortage of manpower to the tune of 20 million jobs between 2010 and 2030, is similarly put under the spotlight. In this respect, we are faced with a multi-dimensional problem which requires from us a valid response, and one which, let's not forget, respects human rights and democratic values and openness while promoting a culture of solidarity between Europe and its partners.

(...) any response should categorically avoid the temptation of confusing the phenomenon of migration with strategies developed in the struggle against terrorism and organised crime. Such a tendentious attitude could lead to deepening community or identity based backlashes and could feed populist and xenophobic behaviour.

As such, any response should categorically avoid the temptation of confusing the phenomenon of migration with strategies developed in the struggle against terrorism and organised crime. Such a tendentious attitude could lead to deepening community or identity based backlashes and could feed populist and xenophobic behaviour. By assuming its full regional responsibility, and as part of the Euro-Med partnership, Morocco has undertaken a joint initiative with France and Spain, with a view to

making the Euro-Mediterranean space an area of security and legal migration. Against this backdrop, and with the support of the European Commission, Morocco, Spain and France will hold a Euro-African conference on migration and development on July 10 and 11. We believe this conference will be an opportunity to bring the two continents closer together. We are convinced that this cooperation will be fruitful, though we are also aware of the need for parallel south-south cooperation. Morocco is committed with its African friends to establishing this cooperation and giving it the chance to succeed. We have much in common and are sure we will take the right steps. Morocco is now committed to an irreversible process of democratisation, launched by His Majesty, which includes questions of the rights of women, human rights and the struggle against poverty; this is the essence of our policy.

Agnes van Ardenne-van der Hoeven

Minister for Development Cooperation Government of the Kingdom of the Netherlands

“It is not about us helping them. It is about a global community working together”. These are the words of Thaddeus, a migrant doctor from Ghana.

He took part in a project on migration and development, working in his home country on a temporary basis. The Dutch government is a strong supporter of such projects. What matters most is not the work Thaddeus does when he’s there. It’s what he leaves behind. By passing on medical skills and expertise to Ghanaian doctors, he leaves his home country in better health. But to him this is not charity - it is his duty, as a committed member of the Ghanaian global community. The strong ties that connect migrants to their home countries can help to reinforce development partnerships.

Migration in the public eye

In Europe, in the Netherlands in particular, migration has long been a hot issue. In the public debate, migrants have often been portrayed as a burden to society. But I see that the tide is changing. This presents an opportunity for a more businesslike and balanced public discussion on the issue. A discussion on the pros and cons of migration, for both host countries and countries of origin, and for both rich and poor countries, which brings us straight into the domain of development cooperation.

Make no mistake about it. When it comes to development, migrants are full of potential, as the projects in Ghana illustrate. What we need are more of these success stories. Since

The population of Europe is ageing. We should not avoid a discussion in Europe on our needs for both highly skilled and non-skilled labour. Migration is not the solution, but it might be one of them.

2004, the Netherlands has actively been tapping the potential of migrants through an integrated policy on migration and development. The main goal is to maximise the development benefits of migration and minimise its negative impact. We focus on subjects such as capacity building for migration management and preventing brain drain. Another subject we are interested in is temporary labour migration. The

population of Europe is ageing. We should not avoid a discussion in Europe on our needs for both highly skilled and non-skilled labour. Migration is not the solution, but it might be one of them. As part of our common agenda, the Minister for Immigration and Integration and I recently visited Kenya, where we discussed refugee protection, human trafficking and the return of Sudanese refugees from Kakuma camp in Kenya to Southern Sudan.

The international community has recently put the subject of migration and development on the agenda: this conference is an example, but I am also referring to the European Council Conclusions, to the Global Commission on International Migration and, last but not least, to the UN High-Level Dialogue in September. Up to now, the issue of migration has mainly been discussed within the European Union by justice and home affairs ministers. I support the statement my Belgian colleague made yesterday that development and foreign ministers should become more closely involved in this discussion. Hopefully, it will be on the agenda of the next General Affairs and External Relations Council.

———— **Focus on human resources, not financial resources**

The World Bank dedicated its 2006 edition of the Global Economic Prospects report to the impact of international migration [Economic Implications of Remittances and Migration]. One of the main findings was that developing countries received about 167 billion dollars in remittances in 2005 - more than twice the amount provided in development aid. Money from remittances contributes to achieving the Millennium Development Goals. However, it

In my view, governments should focus on people - human capacity - instead of remittances. (...) If people in poor countries can acquire the skills and knowledge they need to build a decent life, the day will come when they no longer have to depend on remittances. They will earn enough money to pay their own bills, without depending on a cheque from a family member abroad.

is important to keep in mind that we are talking about private funds. This calls for restraint on the part of public authorities. To put it simply, the money is not ours.

In my view, governments should focus on people - human capacity - instead of remittances. Not only is capacity building a more appropriate area for public policy, it may even be more important for development.

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earn enough money to pay their own bills, without depending on a cheque from a family member abroad.

———— **Involving migrants in capacity building**

Getting migrants involved in capacity building is an important challenge for the future. A challenge the Dutch development policy is already actively addressing. Just recently, I approved a new IOM project to send highly qualified migrants on a temporary basis to Afghanistan, Serbia and Montenegro, Sudan, Sierra Leone, Bosnia-Herzegovina and Kosovo. Their return will make reconstruction easier. Of course we will not fall into the trap of first sending people and then checking whether they are really needed. This project is demand-driven: local authorities and IOM country offices will determine which expertise is needed and only then will we send people - the right people.

I also attach great importance to capacity building for migration management in developing countries. We are currently working with authorities in Kenya and Ghana on projects focusing on document fraud, border control, and preventing people smuggling and human trafficking.

The aim is to prevent human tragedies like those that have occurred in the African deserts and the Mediterranean. The headlines of this morning's El Pais show how important this is. In the last two months 3000 immigrants have reached the coast of the Canary Islands. Only yesterday 24 died at sea. The prime minister of Mauritania declared in El Pais that his country couldn't control illegal migration at its borders. There is a clear challenge here for us all.

Of course, such policies need to go hand in hand with policies aimed at social and economic development that create jobs and economic opportunities. For example, we have a special programme to encourage joint ventures between entrepreneurs from developing countries and the Netherlands.

And there are other development activities that could benefit from the involvement of migrants. Private sector development is one. That is why I support an organisation called IntEnt, which enables migrants to start a company in their home country. Entrepreneurs themselves need to contribute network, knowledge and money. IntEnt will help by conducting market research, contacting banks and launching promotion campaigns. There are many inspiring stories about entrepreneurs who flourished in their home countries with a little help from IntEnt. The Moroccan migrant, for example, who learned to make Italian ice-cream in the Netherlands. He thought that Moroccan consumers would love this type of ice-cream and he was right. His ice-cream parlour has proved to be a great success.

Besides supporting private sector development, the Dutch government also holds policy consultations with migrant organisations. For example, we consulted them on the Dutch policy paper on migration and development, on the Darfur conflict and on public-private partnerships in Ghana, Burkina Faso and Mali. I think it is high time to move towards more regular talks. Yet it is difficult to know who to talk to. Migrant communities are often fragmented and divided along political, ethnic or religious lines. Who represents whom? If migrant organisations were to reorganise and come together, then we could have a genuinely effective dialogue with them.

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— Culture matters

In a world where culture still matters, migrants matter a lot to development cooperation. Of course we expect migrants to feel at home in the Netherlands and to form part of our society. This means learning the language, getting an education and finding a job. But this does not mean that they can't have strong ties with their home country. It is thanks to this cultural connection that a Dutch doctor born in Accra can be much more effective in transferring essential skills and knowledge to people in Ghana than his colleague from Amsterdam.

— Migration and development at the UN

International migration is a signature issue for international cooperation. As people cross borders, policymakers should do the same. I am hoping for mutual understanding and an effective dialogue at the UN in September. Let us not waste time and money on a new global migration institute; let us put our energy into finding practical solutions. Such solutions will only be a viable option if we bridge the North-South divide. There are two sides to migration, and we should all make an effort to see things from both. During the High-Level Dialogue, we need to look into issues of common interest such as circular migration, strengthening migration services in developing countries and stopping human trafficking. More cooperation on such issues is clearly in everybody's interest.

Let us not waste time and money on a new global migration institute; let us put our energy into finding practical solutions.

— Conclusion

Before we go to New York, we will certainly consult with Dutch migrant communities. For them, migration and development is part of their real-life experience. By learning from them we could improve the effectiveness of our projects and policies. And let us focus on human resources. Let us focus on what migrants know about the culture of their home country. On the essential skills and expertise that migrants like Thaddeus can share with the people of their home country. Not money but people make the world go round.

Ndioro Ndiaye

**Deputy Director General
International Organization for Migration¹²**

The situation in the field of education in Africa holds several key critical characteristics: (i) the ageing teaching staff and no replacement of retired or deceased persons while it is a condition imposed by the institutions of Bretton Woods regarding structural adjustments of developing countries; (ii) a lack of teaching personnel and emigration due to lacking opportunities cause a growing gap between the demand and the supply of teachers in vital sectors for development, such as health, economy, social affairs; (iii) a lack of documentation or of personnel teaching with modern scientific skills, coupled with many not-qualified teachers or teachers with insufficient skills; and (iv) the incapacity of the governments, in particular the Ministry of Education, to respond to the request or structured plan for training of teachers.

The lack of resources able to develop and implement the development plans and programmes aimed at the fight against poverty create the “vicious circle of non-development” (...).

The lack of teachers has a direct influence on building national skills in order to respond to the challenges of the socio-economic development of the African countries. The lack of resources able to develop and implement the development plans and programmes aimed at the fight against poverty create the “vicious circle of non-development” through

missing policies and actions of good governance, of good and balanced management as well as measurable objectives, etc.

Why using transfer of skills and knowledge ?

The transfer of skills is a new solution aiming at reinforcing the capacities of African public and private institutions, through the mobilisation of Africans living abroad. Well managed, these transfers could create an added-value in searching for viable solutions in the sector of education: faster rhythm and increased number of teachers taking part in the education; but also in all sectors where human resources are missing: health, rural development, financial management, etc.

¹² Translation – Original in French.

Example of the MIDA programme

The overall objective of the “Migration for the development of Africa” (MIDA) programme is “to use the experience, knowledge and, if possible, the financial means or other resources, of the African diasporas for the socio-economic development of their countries of origin”.

The MIDA programme is a capacity building programme aiming at developing potential synergies between the profiles of the African migrants and the needs of African countries, by facilitating transfers of skills and other vital resources of the African diasporas to their countries of origin. It is based on the concept of mobility of the people and the resources and, in this way, offers options of reinvestment of the human capital, in particular in the form of sequential temporary returns, long duration or virtual.

Strategy applied:

The MIDA programme offers several types of transfers:

- physical transfers: with short-term visits, longer stays and permanent returns
- virtual transfers: telecommunication/services at distance

In order to maximize the impact of these transfers, it is necessary to have a broader field of intervention, not just exclusively high education. That is why the support to the private sector which allows the creation of local jobs would increase the positive impact on the development. The impact is also felt on the level of the reorganization of official structures and the national, provincial and local procedures, supporting amongst other things the autonomous and decentralized management, which is close to the citizens.

On the level of the country of origin, the elaboration of lists containing the main needs in terms of human resources is an essential pre-condition within the framework of the transfer

The intervention of the diasporas within the higher education or the health sector requires a review of the organization of the sector, an evaluation of the financial means, an investment in the infrastructures, a policy for national mobility facilitating the circulation of doctors, etc.

of skills. A regional management of the transfers is an additional asset because it allows the renewal of the teaching practices and building synergies among educational programmes implemented in the same region or country. The needs shall be analyzed in view of the long-term impact of an intervention. This analysis requires a multi-sector approach. The intervention of the diasporas within the higher education or the health sector requires a review of the organization of the sector,

an evaluation of the financial means, an investment in the infrastructures, a policy for national mobility facilitating the circulation of doctors, etc. The Africans from abroad could intervene on various levels: educational, administrative, organizational or to support the finalization of national development plans.

In the countries of origin and destination, the creation of databases to facilitate the provisions of human resources of the Africans from abroad is also a key element. These databases enable to put demand and supply in correlation. The reason for the success of the MIDA Programme is that actors and beneficiaries could easily and quickly access the mechanism and information. The possibility to inscribe "online" is an essential tool within this framework. It allows a better appropriation of the mechanism by the national structures trained in managing the databases and the mechanism.

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Consequences

Volunteers from the African diasporas see in the temporary transfers an opportunity to contribute to the development of their country of origin without losing the advantages (residence permit) obtained in the host country.

Other advantages of the transfers of skills are to develop the capacity to "reproduce" officials by short and long-term trainings; the impacts can be measured through the number of graduates and/or trained officials.

Results of the MIDA Great Lakes programme

Within the framework of MIDA Great Lakes, it was observed that the programme created working practices and ideas that continue to exist till today. The relations between the African volunteers and the employers in the countries of origin continued through internet.

Over a period of 20 months, more than 190 qualified Africans took part in a total of 221 physical transfers: 111 Congolese, 80 Burundians and 30 Rwandan. The level of education of the MIDA volunteers is very high (approximately 80% of the volunteers hold a doctorate). It is estimated that 46% of the transfers allowed the reinforcement of the academic sector in the three countries, whereas 21% were related to the health sector, 31% to rural development and 2% to management structures, either centralized or decentralized.

How to increase the impact of the transfers of knowledge?

The method of the e-learning

The e-learning is a way to respond to the lack of university teachers noted in some disciplines because of the brain drain and the ageing teaching staff. It can cause also a renewal of the teaching practices and thus be a growth factor in the quality of higher education.

Some examples of partnerships for the e-learning in Africa:

1. During the MIDA Great Lakes, the *Université Libre de Bruxelles* (ULB) in collaboration with the MIDA Programme organized a course of anesthesiology at the University of Lubumbashi, Democratic Republic of Congo (DRC), including the provision of the necessary equipment (15 computers).
2. During the MIDA Great Lakes II: IOM, in collaboration with the National University of Rwanda (UNR) and the *Université Libre de Bruxelles* (ULB) organized a Round Table Discussion at Butare, Rwanda (31 January – 1 February 2006) on "Information and Communication Technologies in the field of Education (TICE) and the role of the diaspora". The partner institutions joining this initiative were the Agency of Universities from French speaking countries, UNESCO, The Institute of The World Bank and the Interuniversity Council of the French Community in Belgium. The round table resulted in recommendations and an action plan, shared at national and regional levels and to be implemented in 2006 and 2007 with all relevant international partners.
3. The African Virtual University (AVU), initially created within the framework of a project of The World Bank, became an independent intergovernmental organization, with its headquarters in Nairobi. The African Virtual University takes part in the reinforcement of the capacities through face-to-face teaching and e-learning in more than 57 training centers of 27 African countries. On 26 January 2006, the Minister for Higher Education and Universities of the DRC, the President of the AVU and the Vice-chancellors of the Congolese universities handed over the first diploma achieved through studies via e-learning. Thanks to a videoconference, a professor of the University of Limoges, France, took part in this ceremony. This year, more than 30 Congolese students follow a bachelor or a master studies via e-learning.

Challenges:

Nevertheless, in order to ensure the sustainability of the MIDA programme in the future, there remain a number of challenges that need to be taken into consideration:

Technical challenges

- To have computer terminals in a sufficient number. A minimum of infrastructure is a precondition to envisage e-learning;
- Monopoly of the operators and the unilateral fixing of the costs in terms of network;
- Maintenance of the infrastructure.

Political challenges

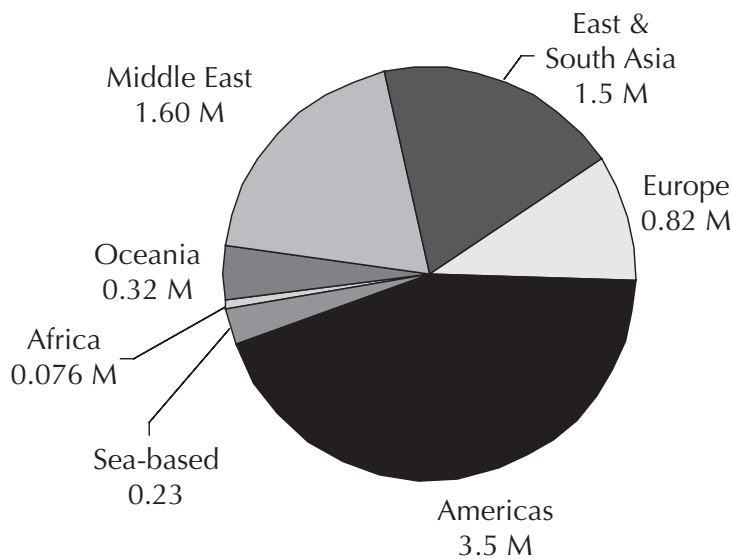
- Necessity of the beneficiary countries to take this kind of transfers in their hands; this ownership is necessary in order to ensure the sustainability of the whole process;
- Necessity for the beneficiary countries to inscribe the transfers and their follow-up within their annual national budgets;
- MIDA Great Lakes is a programme that intended the integration of its concept and of migration, in general, in the Poverty Reduction Strategic Papers (PRSP). The 3 countries - DRC, Rwanda and Burundi - are inserting the model into their PRSP 2;
- To create interuniversity agreements within the same country, to develop regional exchanges in the context of a South-South co-operation or with the international institutions: Agency of Universities from French speaking countries, AVU, UNESCO, IOM, etc;
- To create a network of the diasporas living in the developed countries and the experts in the countries of origin in order to improve the sustainability of education programme and as a consequence retain talents, labour force, and prevent skills and knowledge to leave their countries;
- To create synergies between the various organizations working in the field of e- learning and the diaspora in the developed countries;
- To measure the impact of this type of teaching within the policies of university education, PRSP, etc;
- Use the conclusions of the meeting of Tunis (World Summit on the Information Society 2005) to reinforce the capacities of the countries of origin;
- Support of the academic and governmental authorities.

Patricia A. Sto. Tomas

**Secretary of the Labour and Employment Department
Government of the Republic of the Philippines**

The whole world has witnessed the unprecedented movement of people across countries both temporarily and permanently. An estimated 200 million people now live outside their countries of birth. Filipinos have been active participants in these movements across the globe. Today, we have people in practically all countries and have one of the largest migration outflows in the world. These movements of people are driven by the push and pull factors accompanying economic globalization, the demographic stagnation in developed countries, global technology, and communication and transport networks.

Overseas Filipinos (2004)



Sharing Gains: Migrant communities

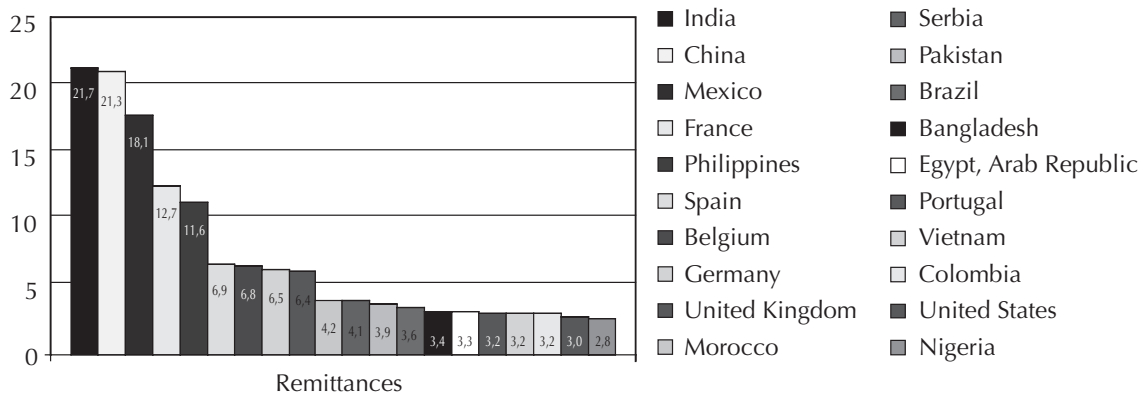
Migrant communities contribute to economic and socio-cultural development in both labor-sending and labor-receiving countries. Different groups – workers and employers, skilled and unskilled workers and groups of consumers in the respective countries, often share these gains.

Labor-Sending Country

Migrant communities contribute to GDP growth and foreign exchange reserves through remittances. In recent years, we have witnessed large flows of remittances from migrant workers. These capitals are more stable source of income for sending countries and have exceeded official development assistance (ODA) and other private inflows.

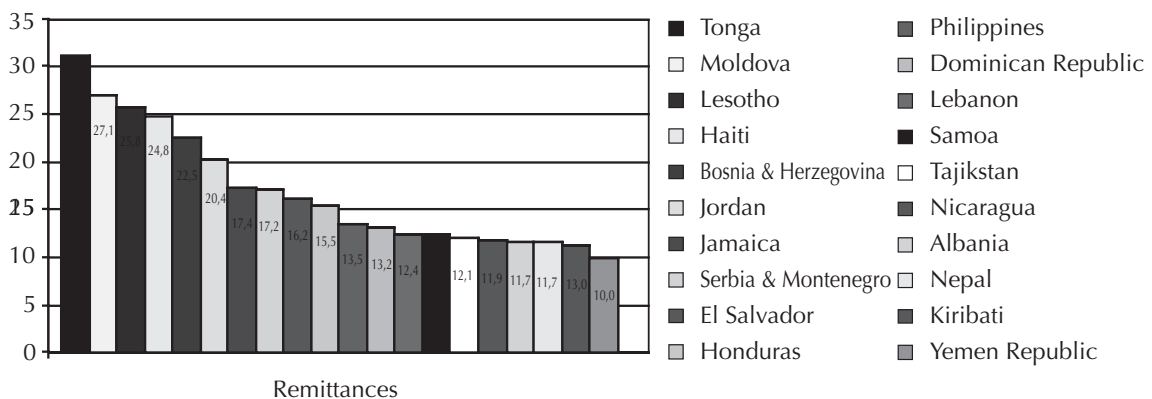
The World Bank estimates that migrant remittances received by developing countries have reached US\$167 billion in 2005, upped by 73 percent from US\$ 96.5 billion in 2001. More than half of the increase in remittances went to developing countries like India (US\$21.7B), China (US\$21.3B), and Mexico (US\$18.1B). The Philippines (US\$ 11.6B) ranked 5th in the list of top 20 remittance-recipients.

Top 20 remittance-recipient countries, 2004 (in billion US dollars)



When compared with GDP levels, remittances account for more than 10 percent of the developing countries' GDP as in the case of Nepal (11.7%), Nicaragua (11.9%), and Philippines (13.5%), to mention some.

Remittances as Share of GDP, 2004



Based on our Central Bank records, the net remittance of overseas Filipinos in 2005 amounted to US\$ 10.7 billion. US-based Filipinos remitted more than 57% of the total, while those working in the Kingdom of Saudi Arabia contributed more than one-fifth. Migrant workers in Italy (5.2%), Japan (3.6%), United Kingdom (3.3%), Hong Kong (3.2%), and Singapore (2.1%) also made substantial remittances. Other top remitting OFW destinations included Dubai (1.2%), Kuwait and Germany (1% each), and Canada (0.8%).

Remittances also serve as buffer in crises. For instance, remittance flows continued to rise in Bangladesh, Dominican Republic, Haiti and Honduras immediately following a spate of natural disasters and in Indonesia, Thailand, and the Philippines following the 1997 financial crisis.

Migrants contribute to social development and improved quality of life. Migrant communities abroad are also very active in mobilizing resources for social development initiatives like the establishment of schools and skills development; for improving the quality of life of their families in terms of business capital, better education, food and housing. These communities have also been instrumental in extending assistance and support during disasters or calamities.

In the past three years, the Philippines has implemented a more developmental approach in the use of donations from migrant communities through a donate-a-classroom project funded through the resources of about 12,000 overseas Filipino community groups across the Middle East, Asia, Europe and the US.

With respect to formation of human capital, migrant communities are at the forefront of working with the latest technology and competitive business management methods. Valuable sources of innovation and expertise while abroad, they are forces for change when visit, do business, or return home.

The Philippines' Brain Gain Network (BGN) has helped to create companies in the Philippines, provide consulting services to Filipino corporations, government agencies, and universities, and encourage foreign companies to set up Philippine branches.

Migration also leads to the recognition of the migrant workers' right to be represented in policy-making in his or her home country. A party-list representation system ensures migrants' representation in the Philippines' legislative body.

Migrants promote political representation. Migration also leads to the recognition of the migrant workers' right to be represented in policy-making in his or her home country. A party-list representation system ensures migrants' representation in the Philippines' legislative body. They are likewise represented in the board of the Philippine Overseas Employment Administration (POEA).

Migration widens employment options of locals. Undoubtedly, international migration minimizes pressure in the global labor market. For countries facing unemployment challenges, work opportunities found overseas act as catch basin for a large labor force.

In the Philippines, around 2,000 workers on the average leave the country everyday for overseas employment. Without such opportunities, the country's unemployment rate would increase by 2 to 3 percentage points.

B. Labor-Receiving Country

Migration can create savings on human capital investment. Engaging highly skilled migrant workers result to lesser cost for their training and education. The training of Filipino doctors in the Philippines saves the US the cost of medical education. It is calculated that the net benefit to the US of Filipino doctors alone was more than its official development assistance to the Philippines for the entire 50 years. The UN reported that every time Malawi trains a doctor who eventually chooses to practice in Britain, the latter saves as much as US\$148,000 in terms of investment in education.

Migration contributes to economic growth. Labor migration benefits the host country's economy. In Europe since the Second World War, immigrant workers have been credited for their contribution to over thirty years of sustained growth.

Studies show that the countries with the highest levels of immigration are among the most successful economically – the US, Canada, Australia and South Africa.

Studies show that the countries with the highest levels of immigration are among the most successful economically – the US, Canada, Australia and South Africa. In Europe, Germany, Switzerland and Luxembourg have some of the highest proportions of immigrant workers and are among the wealthiest. According to some statistical analysis conducted

in 15 European countries over the period 1991-95, for each 1 percent increase in a country's population through immigration there was an increase in GDP of 1.25 to 1.5 percent.

Economic contribution to the host country also includes increased demand for goods and services produced by the receiving country with positive repercussions in terms of increased labor demand and fiscal revenues. Moreover, the phenomenon of female migration constitutes an important change in gender roles leading to the emergence of migrant females as breadwinners.

Migration reduces population pressures on welfare systems. Countries whose welfare and fiscal systems are challenged by ageing populations tend to relieve population pressure through the migration system.

Migration promotes greater cultural diversity. Living and working together of people coming from different origins and possessing different social values and standards inevitably transforms societies. Large cosmopolitan centers like New York, London, Cairo, Bangkok, and even Moscow and Tokyo appear to have benefited immensely from the arrival of energetic migrants with new ideas and different outlooks.

Migration addresses shortage of local workers. Large European countries and the US have traditionally filled positions in the service sector and import-competing industries through recourse to foreign labor.

There has been a shift in labor demand toward skilled workers and increased emphasis on attracting skilled immigrants in sectors where labor shortages are evident, such as technicians and engineers in the ICT sector. In the EU, immigrants tend to serve as flexible labor reserve and in part compensate for the low geographical or functional mobility of the native population.

Maximizing the contribution of migrant communities to development

To attain the gains that migrant communities may bring to development, certain conditions must be met in both labor-sending and labor-receiving countries.

For the labor-sending countries, these conditions are:

Preparing migrant communities for productive investments. Migrant workers tend to overly spend on non-productive activities. Their propensity for consumption for leisure goods continues to prevail over their propensity to save for the future and to invest in business and productive activities. Moreover, support from the migrant workers' family in terms of savings and investment decisions is also needed. Building a culture of savings and investments among migrant communities is therefore necessary.

Established mechanisms to facilitate such investments. Stories abound about migrant workers who engage in unsuccessful business ventures in their home country. Facilitating mechanisms such as business counseling, incentives, and training should therefore be made available to migrant workers and their families. Likewise, mechanisms for technology transfer should be put in place to maximize the use of the skills gained by migrant workers abroad. Drawing from the experience of Mexico with its hometown associations (HTAs), mechanisms may be set up in migrant communities in both their host country and country of origin.

Improved infrastructure to facilitate remittances flows and lower transfer costs. Remittance costs remain high despite technological progress, accessibility and availability of various forms of remittance channels. Several layers in the remittance system, fees and foreign exchange commissions add up to the cost of remitting. The same layers in the system also delay the receipt of remittances.

Each money transaction from the US and Saudi Arabia to the Philippines costs US\$7. Japan appears to charge the highest at US\$18 per transaction, followed by the UK at US\$13, Italy at US\$9.50, and the Republic of Korea at US\$9.

For labor-receiving countries, these conditions are:

Decent terms and conditions of work of migrants. As the importance of migrants to the socio-economic development of host countries is now a known fact, there is a world widespread call for better working conditions. It is generally acknowledged that for migrant workers to be productive contributors to the receiving country, they should be guaranteed decent work terms and conditions such as wages commensurate to their productivity, fair and humane work environment, rest and recreation opportunities, social protection and political participation.

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Unrestricted mobility of migrants. Mobility restrictions limit a migrant worker's capacity to fully contribute to development. Barriers pertain to immigration policies, quotas on certain professions or occupations, and employment contracts that explicitly restrict migrant workers from applying for a new job once the first contract comes to an end. The absence of rules on mutual recognition of skills and qualifications also limit mobility of migrant workers across countries.

Established integration mechanisms. The social adjustments that receiving countries have to make to integrate immigrants from different ethnic origins with different values is a common subject of public discourse in developed countries. While there are countries such as Canada that celebrate diversity in cultures, there are some where migrants are exposed to negative reactions, at times taking the form of open racism and xenophobia. This is especially true where migration is perceived, rightly or wrongly, to take away jobs from native workers. Large-scale migration in some countries has also been the root of ethnic tensions.

Barriers to integration also exist in the form of communication skills, lack of social protection, lack of political participation and the lack of access to social services and capacity building. Integration mechanisms should cover anti-discrimination policies, capacity-building particularly on skills and communication, and cultural adaptation.

The Philippine response: managed migration

The Philippine response to the challenges of migration is effective migration management aimed to create a win-win situation where gains are achieved both by overseas Filipino workers (OFWs) and the country as a whole. Through a well-managed migration approach productive overseas Filipino workers can contribute to development both in their host country and the Philippines.

Managed migration has four components: Regulation, Protection, Reintegration and Family Support. These components make it possible for Overseas Filipino Workers to concentrate on their jobs, minimize problems for the country, and improve the lives of their loved ones.

Regulation. There is a licensing system for recruitment agents prescribing standards for entry and stay in the business. There are standards for recruitment fees, wages and working conditions, repatriation of workers and the posting of insurance to answer for abuse or malpractice. Violation of these standards may lead to license removal and disqualification of the recruitment agency.

Protection. Protection of OFWs is afforded on-site and off-site. Off-site, migrants undergo country-specific pre-employment and pre-deployment orientations to be informed about the risks and possible problems of overseas employment. The worker is also enrolled for health, life insurance, housing and social security. On-site, a specific labor and welfare service attend to cases of maltreatment, abuse, contract violations, and repatriation. Scholarships for short-term courses such as computer training courses, cooking, sewing and financial planning are also offered on-site.

Reintegration. Upon return, a migrant worker or groups of migrant workers may avail themselves of a reintegration package consisting of loans, counseling, training and retraining, and scholarships.

Family support. The migrant's family may also benefit from welfare and assistance packages which include scholarships for spouse and children and entrepreneurship assistance.

Across the country, OFW Family Circles are organized to serve as support systems among OFWs and their families. These organizations have been actively engaged in running mini-marts called "Groceria" and "Botica" projects. The family circles are migrant communities specifically organized for productive endeavors.

Private Initiatives. Recognizing that the welfare of both the migrant worker and his or her family is a personal concern, our overseas workers associations are actively involved in several welfare activities for OFWs.

The Associated Marine Officers' and Seamen's Union of the Philippines (AMOSUP), a private organization of Filipino marine officers and seafarers has initiated welfare programmes for its members such as the establishment of a Seamen's Village and Seamen's Hospital in Manila and in Cebu which provide quality medical and dental services including free-of-charge hospitalization, treatment and medicines to qualified members and dependents; a Provident Fund for its members as negotiated in several collective bargaining agreements with ship owners' associations; and the establishment of a Maritime Academy of Asia and the Pacific (MAAP).

The Brain Gain Network (BGN) aims to build a community of Filipino IT professionals worldwide to help developed the IT industry in the Philippines and help tackle the brain

drain. It consists of matchmaking services between graduating IT students from Filipino academic institutions with a potential sponsor or mentor. It was also instrumental in building a shared-resource laboratory in the Philippines so that Filipino researchers and technology entrepreneurs will have appropriate facilities and a positive environment to create unique technological solutions that may be licensed or spun off into globally competitive corporate ventures.

Known as “Lingkod sa Kapwa Pilipino” Program or Link for Philippine Development, the Linkapil programme maximizes the potential of Filipino migrant communities to aid in national development by facilitating donations not only in times of crises but also for projects such as schools and scholarships, medical missions, and for reintegration of OFWs.

Areas for international cooperation

Placing international migration issues at the forefront of the global development agenda. For years, international migration issues took a backseat in the global agenda of development owing to its great complexity. It was only in recent years that these issues are finding its niche in various international debates. To ensure sustainability, we shall continue to advocate for its inclusion in the global development agenda. For instance, we are pushing

Bilateral agreements are valuable means of addressing migration issues that affect two states.(...).

Traditionally, bilateral agreements cover only entry, residence, migrant rights, consular protection and the return of migrants with irregular status. Given the evolving complexity of international migration, we are therefore proposing that bilateral agreements cover social protection to migrants and their families, equal treatment with their local counterparts in terms of working conditions, and skills development programs.

for the inclusion of international migration within the ILO’s Global Employment Agenda as well as for other priority agenda items in the international community.

Forging bilateral agreements that cover terms and conditions of employment, social protection, and manpower development. Bilateral agreements are valuable means of addressing migration issues that affect two states. So far these have proven to be an effective way of managing migratory flows, if upheld and respected. Traditionally, bilateral agreements cover only entry, residence, migrant rights, consular protection and the return of migrants with irregular status. Given the evolving complexity of international migration, we are therefore proposing

that bilateral agreements cover social protection to migrants and their families, equal treatment with their local counterparts in terms of working conditions, and skills development programs.

Formulation of an acceptable terms of reference governing movement of migrants particularly irregular migrants. Repatriating irregular migrants is often difficult, either because of legal norms or the lack of administrative resources. Host countries, therefore,

would be better off regularizing the status of workers they cannot send back home. This benefits not only the migrants but the country as a whole. We are proposing that acceptable terms of reference governing movement of irregular workers in particular be undertaken. Migrant workers with irregular status may be said to earn a right to legal status if they meet certain minimum conditions: they must be gainfully employed, they must not have violated any laws other than those relating to illegal or clandestine entry, and they must have made an effort to integrate, such as learning the local language.

Recognizing private entities' initiatives on tackling the brain drain (e.g., circular migration for health personnel from public hospitals to private clinics) International migration should bring about a balanced human resource development configuration. However, there are reports that labor-sending countries are now experiencing some imbalance in their manpower supply of critical skills such as those in the health professions due to massive exodus of these workers to high-income countries. To avert brain drain, we are proposing initiatives that support management of circular migration such as arrangements governing employment of health personnel. For instance, nurses working in a government hospital from a sending country can work abroad for a year or two in a private hospital in the receiving country, and then go back to his/her previous work to practice what he/she has learned. In the meantime, another batch of nurses will be deployed to fill in the gap. In this manner, both the manpower needs of sending and receiving countries are addressed.

Setting up an arbitration committee or facility. To speed up the disposition of cases against migrant workers, and their repatriation, we are proposing that an arbitration committee or facility be set-up. This is to avoid long trials and high costs of litigation on the part of authorities, and unnecessary grief on the part of the migrant and their family back home.

Participation of receiving countries in PEOS and PDOS. Potential migrants should be able to make informed decisions. In the Philippines, they are required to attend pre-employment orientation (PEOS) and pre-departure orientation seminars (PDOS). These seminars inform them about the potential hazards in working abroad, the do's and don't's in the receiving-countries, and the culture and the norms which they have to adopt. More often than not, potential migrants go through this process only because they have to comply with the requirements, but they do not really assimilate the information. It might be worthwhile to explore the possibility of involving personnel from the embassy of receiving countries in these seminars to provide a more comprehensive presentation on the realities that potential migrants have to reckon with in their country of destination.

Lowering transaction costs of remittances. Remittances, indeed, played a major role in sustaining economies and in improving the lives of migrants and their families. However, the benefits of remittances to development are eroded by the high transaction costs applied to migrant workers' remittances. Recently, several high level conferences were held to tackle this issue. However, we have yet to see concrete actions on this matter.

João Gomes Cravinho

Secretary of State for Foreign Affairs and Cooperation Government of Portugal

It is a great pleasure for me to be here today, sharing our experience and views on the link between migrant communities and development. I would like to underline the importance of this event and in this regard the IOM and the Government of Belgium deserve our thanks for promoting the discussion on this matter of global importance.

In recent years migration issues have risen considerably on the global agenda, and we very much welcome the numerous meetings where the topic of migration and development is being discussed over this year. However, migration is hardly a new phenomenon, so it is natural that we should question this new relevance. In doing so, we cannot ignore the obvious, namely that there is a link to questions of security. This represents both an opportunity and a danger. One negative phenomenon, that is not new but is now more emphasized, is the mistrust associated to migrant flows, which are nowhere near being historically high. The danger which is implicit here is that our policies on issues of migration should become security-led or security obsessed. More relevant to our concerns is how to incorporate the potential of immigrant communities within existing or new instruments for development. In this respect we are faced with important opportunities because the new relevance of migration issues on the international agenda encourages us to be innovative and to focus our attention upon this topic.

Portugal was up until fairly recently, a sending country. In the past decades it became also a host country, and is now faced with both emigration and immigration in significant numbers. On a national basis, we are therefore faced with new challenges but we also possess some experience and some inspiration from the examples of integration that our immigrants have experienced abroad.

Hence, in Portugal, as elsewhere, we are increasingly interested in these issues, which is reflected also in a series of discussion fora, foreseen for 2006 and 2007. In our case, migrant flows are still very significantly coming from the Community of Portuguese-speaking Countries (CPLP countries), which, for historical reasons, are simultaneously the main recipients of Portuguese development assistance. In recognition of this link, we are organising, with the IOM office in Lisbon, a seminar in June, on the role of the CPLP diaspora in promoting development in their countries of origin. Beyond that, Lisbon will host the important Metropolis Conference in the coming autumn. The conclusions to be reached at the UN High Level Dialogue on International Migration and Development, in

September, will be a critical element of this process, which we expect to feed into our policy process towards the Portuguese presidency of the EU, in the second semester of 2007.

I will here largely skip the global governance aspects of migration and development, and focus on the ways in which we can promote the integration of immigrants in host countries, while at the same time motivating them to contribute to the development of their own

The involvement in the policy process, but also in general development aid activities, of the migrant communities, 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 and to the country of origin.

countries of origin. I would in particular like to suggest that 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 in the policy process, but also in general development aid activities, of the migrant communities, 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 and to the country of

origin. Furthermore, anybody who is familiar with development cooperation activities knows about the difficulties and obstacles generated by the cultural divide between societies, which very often hamper the effectiveness of aid. The participation of migrants in development projects and programmes is an appropriate and effective way of bridging the cultural divide.

While the integration of migrants is a clear priority for the Portuguese government, it is necessary that policies have to be delicately calibrated, and we must be aware of the dilemmas of how we go about it, namely how we assess the impact of our measures and whether they are addressing the real needs of the target populations. Policies towards migrants have to be flexible enough to adjust to the changes in the patterns of migrations, not only in terms of origin countries but also in terms of the social composition of the migrant populations. They should also contemplate the diversity of historical, social, cultural and economical factors that shape particular patterns of immigration. For that reason it is essential to have appropriate statistical mechanisms to assess numbers, and also possess the capacity to analyse, interpret and use such data. One small but significant part of what development aid can do is to assist countries of origin in keeping records of their own emigrant populations, who they are, where they go, and what kind of links they maintain to their countries of origin.

Policies towards migrants have to be flexible enough to adjust to the changes in the patterns of migrations, not only in terms of origin countries but also in terms of the social composition of the migrant populations.

Constant dialogue with the stakeholders is critical to the solution of the problems and for that reason Portugal is in the process of institutionalising a working group between Portugal and Cape Verde, designed 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 immigration to other countries), including second generation migrants, and address the issues pertaining to migration in their multiple components.

A quite different experience can be gained from the relation with another Portuguese-speaking country, that is, Guinea-Bissau. Ironically, the state fragility in Guinea-Bissau has led to the emergence of a vibrant civil society which maintains multiple channels of communication with friends, relatives and associations in Portugal. This is a nexus that has so far been underused for development aid purposes, but whose potential is high. We shall be looking closely at this issue during the coming year.

In a context of globalisation, the relation with migrant communities should be open enough to make them feel at home and enjoy their rights as well as enforce their duties, but also give them space to preserve their identity and keep their roots alive.

In a context of globalisation, the relation with migrant communities should be open enough to make them feel at home and enjoy their rights as well as enforce their duties, but also give them space to preserve their identity and keep their roots alive. 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 our community. The danger for these groups of society is a double danger, for their identities are challenged both in their host country and in their parents' country of origin. Once again though, we must look not only at the dangers, but also at the opportunities. Currently, 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 of the migrant. The contribution that the migrant can give to the development of his or her home country should be seen a considerable opportunity to be stimulated and also framed into a more general strategy, and not simply as an isolated effect that derives naturally from the urge to help the family and those that were left behind. We must recognize that also in this regard, migrants considerably enrich their host societies, and may substantially enhance the capacity of host countries to correspond to their role in facing up to global development challenges.

There is a virtuous circle to play 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 countries of origin.

There is a virtuous circle of play 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 countries origin. This process should be seen not only through the participation of individuals but, most importantly, of civil society associations in different

countries. It is thus equally essential to stimulate civil society engagement also in interaction between civil society from the host country and from the migrant communities.

There are a number of ways in which migrants can assist in a structured way, while exercising their rights and duties as global citizens, as has been pointed out here by Agnes van Arden. For example, the idea of twinning that has recently been revived within the development aid policy of the EU, should be seen in the wider context of MDG8, which has so far been insufficiently explored and draws attention to the need for new forms of partnerships for development. Migrants and migrant communities and associations are potential valuable and innovative partners in promoting development partnerships ranging from twinning of educational or social institutions, to such practical measures as secondment of migrant civil servants from the EU to work on capacity building projects in the beneficiary states.


It is fundamental that the mechanisms through which migrants contribute to the development of their home countries focus on transfer of knowledge activities and capacity-building in their countries of origin. Here, we can take the example of a UNDP initiative, the TOKTEN programme that promotes the transfer of knowledge through expatriate nationals in the shape of volunteer periods during which they carry out a sort of consultancy in their own countries. While remaining integrated in their host societies, this programme enables immigrants to provide their knowledge of the context at home and the technical expertise gained abroad, in order to enhance the effectiveness of specific projects in priority areas for economic and social development. This can have a strong impact, for example, in nation building activities where particularly dramatic challenges must be faced. Host agencies in some countries where this programme is being implemented have made substantial achievements as a result of this type of "in-kind" contribution. This has proven a useful approach for transfer of knowledge, a stimulant to heighten professional activities and a welcome device for the establishment of associations and collaboration between the professional community at home and abroad. Such contact reinforces links to the home country, through donations, fellowships, equipment, free books, journals and joint research Programmes. This can constitute a way to counter the effects of brain drain, which affects in particular African countries, for example very dramatically, in the health sector.

Host country authorities have a particular responsibility in promoting these initiatives and for that end, there should be a coordinated horizontal approach among the different sectors involved. In Portugal, this desire to promote "training without draining", is reflected in the new education grants policy for those partner countries where there is already strong local capacity: most funding is now directed towards internal grants for graduate level education, and an amount is earmarked for external grants at post-graduate level in Portugal, since in this case capacity is still insufficient at the local level.

Some ways in which the host authorities can contribute to stimulate that movement are to enable and improve migrant information on the system, to reduce transfer costs and bureaucracy, and adjust legislation. We can offer technical support for the concession of micro-credit schemes in countries of origin aimed at fighting poverty and promoting human, economic and professional development.

To sum-up, we face a considerable number of new challenges but also a renewed awareness of the potential in the migration/development nexus. However, 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 a full respect for the rights of those that migrate, namely particularly vulnerable groups, such as women migrants. Even where legislation is not in place to address all dimensions of the problem, attention should be given to existing universal political, civil, social, economic and cultural rights.

We are still in an early phase of the learning curve and Portugal is looking forward to bringing proposals for further work with both European and African partners on this issue, throughout 2006 and 2007.



Session V: Promoting migrants' contribution to the development of their home countries

A: Remittances, investments and business opportunities

BACKGROUND PAPER SESSION V A

Remittances and Development

*Prepared by Tom De Bruyn and Johan Wets
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What are remittances?

In recent years, remittances have received a growing amount of attention from academics, policy makers, migrant associations and certain financial institutions. The World Bank's most recent *Global Economic Prospects* (published at the end of 2005) focused, for instance, entirely on the economic implications of remittances and migration (see World Bank 2005). In its broadest sense, remittances refer to cash or in-kind transfers from one place to another. Most of the recent literature and attention focuses, however, on international remittances to developing countries. These financial flows include: money sent by individual migrant workers and other members of diaspora communities to families/friends residing in countries of origin; financial investments in housing or business; and economic savings in banks in the country of origin. Another form of remittances are charitable donations made by individual migrants/migrant associations for certain aid projects in the country of origin. A number of migrant diasporas have even set up development projects in their home countries (Carling 2005). The most common example of such projects is probably the Mexican Hometown Association in the USA (see, for instance, Orozco 2003 and 2005).

On the other hand, remittances within countries – between developing countries and between developed countries – are less discussed in recent debates. In addition, in-kind transfers are also often overlooked.

What is the volume of remittances?

The renewed interest in remittances is due to the growing volume of official financial remittances to low-income countries and to their potential contribution to the economic development of the receiving countries. According to World Bank estimates (2005), developing countries received USD 126 billion in official remittances in 2004. This is USD 10 billion more than that received in 2003, and USD 27 billion more than that in 2002. In 1995, total official remittances to developing countries totalled USD 53 billion.

Not every region contributes equally to these figures. While the Latin American and Caribbean diasporas and the South Asian diaspora sent USD 37 billion and USD 33 billion respectively to their regions of origin, Sub-Saharan African diasporas officially transferred a total of only USD 6 billion (World Bank 2005).

These figures, however, do not take into account unrecorded remittances. Money can also be sent through informal channels, such as via hand (carried by friends or family), through NGOs or religious missions, or through informal transfer systems known under various names (such as 'hawala', 'hundi', or 'fei qian'). In countries lacking a well-functioning formal financial system, such as Somalia, the DRC, and Afghanistan, informal channels are often the only alternative for transferring money. It is therefore possible that informal remittances could amount to more than the volume of officially recorded remittances (see, for instance, De Bruyn & Kuddus 2005; Maimbo & Ratha 2005; Pieke et al. 2005).

Remittances and development?

Officially recorded remittances have become the second highest source of external funding for developing countries – ahead of Official Development Assistance (ODA), but following Foreign Direct Investments (Ratha 2005). Not surprisingly, policy makers and academicians have been looking at remittances as a *development tool* for developing countries. An important difference between remittances and ODA is the private nature of the former financial flow. The majority of remittances are sent by individuals to their families in the country of origin. Furthermore, as the poorest members of society often lack the financial means to migrate abroad, they are less likely to have family members abroad who would send remittances. International migration is a costly venture (see, for instance, De Bruyn & Kuddus 2005). Nevertheless, remittances can have different levels of both positive and negative impact on the development of the country of origin. Table 1 lists a number of the most cited conclusions in research on this topic.

Policy measures

To harness the potential positive developmental impact of remittances and also address the needs of receivers and senders of remittances, a number of policy initiatives have been taken/ proposed by intergovernmental organizations, governments, NGOs, migrants' associations, and financial institutions (for an overview see, for instance, De Bruyn & Wets 2004a and b; Carling 2005; CFSI 2004; House of Commons IDC 2004).

The main policy measures focus either (or simultaneously) on:

1. *Increasing remittances*: e.g. facilitating and stimulating labour migration.
2. *Capturing a portion of remittances for governmental spending*: e.g. taxing incoming remittances.
3. *Stimulating formal remittance methods*: e.g. decreasing costs of formal transfer by stimulation of competition; information campaigns about pricing systems; development of synergies between banks and microfinance institutions.
4. *Providing options in using remittances for economic investment, social (i.e. education, health, etc.) or housing purposes*: developing financial services (savings and investment schemes) for migrants; launching specific bonds and accounts; assisting migrant entrepreneurs.
5. *Supporting the development initiatives of migrant associations*: e.g. developing institutional frameworks to support and subsidize development projects based on migrant initiatives; matching funds schemes.

Table 1

Possible positive and negative impacts of remittances (De Bruyn & Wets forthcoming)

	Positive impact of remittances	Negative impact
<i>Macro-economic level</i>	Strengthening balance of payments by provision of foreign exchange	Deterioration of balance of trade by stimulation of import and appreciation of local currency
		Deterioration of the 'social balance'
	Remittances are stable and counter-cyclical	Remittances tend to decrease as migrant community is more established in destination country
		Economic dependency of remittances
<i>Household level</i>	Allowing families to meet basic needs	Dependency on remittances and neglect of local productive activities by families
	Opening up of opportunities for investing in children's education, health care, etc.	Hardly used for productive investment
	Loosening of constraints in family budget to invest in business or savings	
	Emergency resources	
	Social security resource base	
<i>Community and regional level</i>	Boost of local economy	Increase inequality between families who receive remittances and those who do not
		Inflation
	Financing local development projects	

Issues for discussion

The main issues that are being discussed at the moment by policy makers refer to the different measures that can be taken to enhance the development impact of remittances. Of these measures, three have been selected. In addition, emphasis is placed on a couple of issues that are often ignored in the debate on remittances and development.

- How can migrant associations be included in remittances (or broader) migration and development policy initiatives? What kind of institutional structure is needed to support their initiatives? One can take the example of the Linkis Network in the Netherlands, through which migrant (and similar) associations can apply at six NGOs for subsidies for their development projects. At the same time, a network of other NGOs can be approached for advice about the content of development projects (for more information, see <http://www.linkis.nl>).
- How can financial institutions be included and motivated to develop remittance services? What kinds of synergies are possible between microfinance and savings institutions and banks, and how can these be supported?

- How can new technologies address the needs of senders and receivers, especially in remote areas? For instance, mobile phones are being used to remit money in a number of Sub-Saharan African countries (see Batchelor 2005 and Sander 2005).
- What kind of development is being pursued? The debate on remittances and development focuses primarily on economic benefits for the country of origin and for the migrant and his/her family. The social and human rights costs or gains of the migration process – both for the migrant and his/her family – are often overlooked. Hence, most policy measures aimed at remittances do not go beyond a pure economic approach.
- Who is the focus of these policy measures? The specific needs of undocumented migrants are not the focus of much policy debate on remittances. In addition, they are often excluded from using direct formal remittance channels, due to the fact that in most countries senders have to give proof of residence and identity to formal transfer agencies.
- Furthermore, specific gender needs in sending and utilizing remittances (for instance, access to financial services for women) are often overlooked (see INSTRAW 2004).

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Three challenges:

- Migrant solidarity = Job creation projects
- Migrant actors at home = Slows down emigration
- Transfer of expertise = Rural world connected to the rest of the world

I should remind that MUTEC was launched without any funding from external donors, and without any contribution from public or local authorities. So it had to carefully choose a number of inspiring challenges, so as to make the most of its own resources – resources that are much needed by MUTEC promoters.

What are the three goals of the MUTEC project?

- Migrant solidarity means helping to provide jobs and incomes. All actors in the developing world know how much under-employment is an ever more striking aspect of developing countries. Burundi in particular, now emerging from a long war and one of the five poorest countries on the planet, requires total reconstruction. In its year and a half of existence MUTEC has created direct employment for 45 people; and a new wave of recruitment is now ongoing. Via the 872 micro loans that MUTEC has already granted to its partners, it has helped them to improve their activities and, in turn, their incomes.
- As migrant development actors we are trying to stem emigration trends in certain countries, with the support of all relevant North-South actors. No mechanical barrier can secure the North against an invasion of immigrants. It is no longer a secret that the only brake on migration flows from the South is job creation and a greater sense of well-being in the world's poorer countries. By starting businesses in their southern countries of origin, migrants can help redress the balance using two levers: creating jobs for young people still in the country and sending a message to

No mechanical barrier can secure the North against an invasion of immigrants. It is no longer a secret that the only brake on migration flows from the South is job creation and a greater sense of well-being in the world's poorer countries.

¹³ Translation – Original in French.

the younger generation that the North is not as attractive as they imagine – because even those who have established themselves want to come back to their land of origin. These two levers help motivate youngsters to establish themselves in their own countries instead of embarking on an uncertain journey.

This is the fruit of experience. Migrants never hesitate to leave and set up a small project in the South when the opportunity arises, instead of remaining in the North, where they often live a precarious and fruitless life.

- As beneficiaries of expertise from the developed world in which we live, we aim to introduce the most pioneering technologies – so as to link the rural world to the rest of the country and the wider world.

MUTEC currently has only two agencies in the capital Bujumbura.

The development plan that was started by MUTEC foresees the progressive establishment of branches in rural areas, each costing around €430,000. Africa remains essentially rural and any development must occur via the rural world. It is therefore vital to provide microfinance institutions with fund guarantees so that the most disadvantaged can access microcredit facilities.

Africa remains essentially rural and any development must occur via the rural world. It is therefore vital to provide microfinance institutions with fund guarantees so that the most disadvantaged can access microcredit facilities.

Despite 2005 being dubbed the “Year of Microfinance” – and in spite of many good intentions – there were little concrete actions on the ground.

Acknowledgements

We would like to express our profound gratitude to the Kingdom of Belgium, to the Belgian Ministry for Development Cooperation and its staff, the Belgian Embassy to Burundi for its support for MUTEC, to the company BIO and everyone who supports the activities of diasporas in their home countries to any extent.

From our migrant pilot project in Burundi, MUTEC wishes to see its work lead one day to the creation of a major microfinancing institution for the Great Lakes region, as a motor for regional development.

Vanesa Vizcarra

**Regional Manager Latin America
Microfinance International Corp.
El Salvador**

We are pleased that you have considered inviting the private sector for speaking in this conference. We strongly believe that we are the ones that can follow and implement different government policies related to migration and remittances. We can have an impact on development.

I will present our company as a business case working with remittances in the Latin American and US corridor. It is a very important one as 20% of migrants are based in the US and come from all over Latin America. This corridor has a lot of similarities with other corridors in the world.

Remittances create very large accumulations of capital which could be invested for the benefit of the communities, but traditional monetary transfer systems are often not used in this way. This is what is happening with remittances currently. We think of remittances as private sector and revenues and we forget about the development potential of remittances.

Parameters of the remittances market

For starting our business case we have first tried to detect some business opportunities and limitations in the market. Our observations are as follows:

- (i) Remittances is a large market. Latin America last year received more than \$ 40 billion.
- (ii) This market is served by a few financial institutions upstream.
- (iii) Lower-cost remittances and credits are the most demanded products.
- (iv) In various countries, they are one of the largest sources of currency entries. For example, in El Salvador, remittances account for 14% of the country's GDP.

In order to be fully effective, we have also identified the actors involved in this market: remitter, agent/company/bank, payer and beneficiary.

What is the general overview of the limitations that we have found in this market?

Remittances are usually sent when needed and, in consequence, mainly consumed. In Latin America, around 80% of remittances are consumed mainly for food, education, etc. As private funds, they cannot easily be diverted to development projects.

Furthermore, in Latin America, while 60% of remitters are unbanked and cannot always provide appropriate documentation, 80% of recipients are unbanked.

Finally, remittances are mainly channelled outside the financial sector. Many commercial banks are not interested to offer services other than remittances to recipients. Microfinance institutions often do not have the infrastructure or operational capabilities to process remittances. Yet, those are probably the most potential institutions that could provide such services.

What are the opportunities in this market?

As mentioned earlier on, immigrants movement upstream is continuous but there are only a few banks serving them.

Latin American market is potentially the fastest growing financial services market in the US, where banks are interested in attending Latin migrants. However system constrains together with a generally negative perception of unbanked immigrants make the transfer services inaccessible and difficult for migrant communities in host countries.

(...) System constrains together with (...) negative perception of unbanked immigrants make the transfer services inaccessible and difficult for migrant communities in host countries.

Banks in the US have captured just 3% of the market, they do not offer bilingual services and you probably have to open an account on both ends which is not always possible for migrants. More than 30 million Latinos live in the US, and the Latin market represent about 8% of the total US purchasing power. 60% of them are unbanked and the financial services that are most needed within the Latin community are car loans, mortgages, money transfers and check cashing. So there are large service opportunities that need to be considered and consolidated.

With all those limitations and opportunities identified at a general level, it is nevertheless important to consider the remittances market into two distinct spheres: upstream and downstream. Both ends do hold limitations as well as opportunities that should be outlined in order to have a clearer view of the dynamics of the remittances market.

Upstream market

What are the limitations found in the remittances market upstream?

First, in the US, you can find more than 10,000 remittances companies that work with more than 100,000 agents.

Second, though the average commission has decreased from \$20 in 1998 to \$14 in 2003, transfer costs remain high.

Third, although now there are about 10 companies that cover most of the US and Latin America, the traditional leader in the remittances market is Western Union.

Fifth, remittances are typically, cash-to-cash transfers through agents outlets, but there have been recently increasing efforts to leverage payment by ATM or pre-paid cards. Internet services are not yet that available.

While there are obviously limitations, the remittances market upstream also offers many opportunities in tackling the following issues:

- Power of distributors: distributors often determine the selection of money transfer company and 'own' the customer;
- Compliance: distribution through non financial retail outlets results in problems with compliance due to lack of appropriate processes and training;
- Financial risk: distributor's lack of financial stability and ability to provide financial service efficiently results in financial risk, poor service and transfer losses or delays in transfers.
- Loss of benefits for remitter: remitters do not generate credit history, do not receive appropriate financial advice and have no access to current or saving accounts.

Downstream market

Opportunities and limitations in the remittances market downstream

Regarding opportunities, the downstream remittances market offers major opportunities of market expansion as there are currently few or none financial institutions involved in the payment of remittances. Furthermore, beneficiaries are often unable to handle remittances and their value added.

As for the limitations, non-bank actors – i.e. microfinance institutions - face challenges such as lack of technology, lack of network, inability to channel or pay remittances and poor settlement capabilities. Additionally, banks won't probably provide a good service using different policies and methodologies for paying remittances and considering remittances beneficiaries as no potential target clients.

On the basis of the observations drawn from our market analysis, we have detected two key general opportunities for action:

- 1) remittances can prove remitters income, build a credit history, generate, savings and help for building financial security
- 2) If adequately canalised and processed, remittances can reinforce financial sector in rural poor areas providing a source of capital to economic development.

——— **The Microfinance Internation Corp.**

Founded in 2003, the objective of the Microfinance International Corp (MFI) is to support Latin families with microfinance services. The Company has developed a software platform that adjusts microfinance transactions based on COBIS banking software. We offer financial services and support to immigrants in the US under the name of ALANTE FINANCIAL. A part of ALANTE FINANCIAL is a money transfer system that is offered to financial institutions that are planning to attract Latin clients with a fast, reliable, inexpensive remittances service which can be further transformed into a potential tool for generating new products and growth.

Following the upstream/downstream division of the market, we have chosen to divide our actions into two:

1) Upstream actions:

- serving immigrants transnational families, connected by remittances;
- Offering value added financial services along remittances chain;
- Facilitating remittances, micro-lending, check-cashing and financial education.

2) Downstream actions:

- consolidating a payment network through financial sector with an adequate technological platform;
- increasing the reach of MFI through its integration in Latin America and the US
- accelerating MFI activities by providing funds to microfinance institutions to they can increase their loan portfolio.

So, in a nutshell, our vision includes three components:

- 1) **ALANTE FINANCIAL Service Centers for Latin immigrants in the US** – these are non-banking financial shops. They constitute as intermediaries between remitters, microfinance institutions, and US financial institutions. They are culturally adapted.
- 2) **A remittance-backed Lending Programme making remittances work for development** – this programme is designed to allow lending in smaller rural areas financial institutions that do not have easy access to secondary development funding.
- 3) **An Electronic Settlement System for microfinance institutions** – it is an internet-based sort of platform that helps us with all the complaints and requirements that US has, i.e. Patriot Act. It also gives remitters to transfer money back through different methods.

Conference Report

For improving our services, we have come to realise that further efforts ought to be invested in:

- Market Research
- Regulatory issues – i.e. licensing.
- Operational implementation: technology, locations, infrastructure
- Management team

As you can see, this is a vast and underserved market with high investment opportunities, but challenging obstacles remain. The remittances market requires comprehensive and culturally-appropriate innovations. Finally, the remittances market can have major impacts on development as it can help immigrants covering their needs and support microfinance institutions in reaching their targets.

Nand Kishore Singh

**former Commissioner Global Commission on International Migration
Chairman of the Management Development Institute, India**

In a sense this conference and this session, which is at the heart of the broad theme of migration and development have been well-prepared for. The World Bank's recent report on the World Economic Outlook focuses almost exclusively on issues connected with migration and remittance flows. The 'The Hague Process' document, which covers migration in the financial sector, brings out many interesting issues. So does the background paper of the IOM including an interesting paper by Bhimal Ghosh on myths, rhetoric and realities on migrants' remittances and development.

There is a broad agreement that remittances, at the individual level, certainly enhance migrant's consumption and take him out of poverty. It might also provide some room for enhancing his education. Therefore, remittances have a multiplier effect, enabling migrants to become more purposive entities in the society.

From the view point of a national government, (...) remittances have helped many countries in getting out of the balance payment difficulty.

From the view point of a national government, as a whole, remittances have helped many countries in getting out of the balance payment difficulty. In India itself, which was in deep economic distress in 1991, remittances have let the way for having given India macro-economic stability, notwithstanding the arrangements agreed between the government and IMF and the World Bank. Clearly there are

virtuous circles built around remittances: how much would be consumed, how much will go into education, how much will go into health, and how much will be going to investment, would depend, in a broad sense, on the kind of macro-economic policies which the country has. Countries, which pursue sound macro-economic policies, are likely to entice more investments, subsequently opening the way to possible banking reforms. More than anything else, countries need to provide for stability of policy in order to deter any expectational uncertainties, as expectational uncertainties are about exchange rate management, which is the fastest means to choke off legitimate flows of investments. These are complex issues.

Countries, which pursue sound macro-economic policies, are likely to entice more investments

When it comes to the overall theme of how to handle remittances, and to maximise its impact, I entirely agree with the excellent examples given by Burundi and by El Salvador. In fact, in a certain microcosm, the breathe-out of the totality of the issues, which concerns remittances as a whole, is how to reduce the cost and the onerousness of making transfers, particularly small transfers. Large transfers are easy enough. But when it comes to micro-finance, there is one important challenge: how to really reduce the cost and onerousness of transfers?

There are (...) huge definitional ambiguities on what constitutes remittances (...). These ambiguities have an impact on what is regarded as official flows and what is regarded as unofficial flows.

There are also huge definitional ambiguities on what constitutes remittances: where they are booked and out of what kind of financial statement do they come? These ambiguities have an impact on what is regarded as official flows and what is regarded as unofficial flows. Figures vary widely in this respect. The recent World Bank Report, which estimates a total amount of about

\$150 billion of official flows, says that perhaps double that amount comes from unofficial channels. In this respect, one important challenge is to develop confidence, banking reforms and lower cost mechanisms, while improving the investment climate. This will enable a gradual move of flows from the unofficial- to the official channel. This in itself is a major change. This also involves substantial costs. Data on remittances are hugely missing. Data ambiguity is complex. Data on informal channels are particularly lacking. Apart from research, improving investment climate entails other major cost. It involves macro-economic costs and it involves country costs.

(...) one important challenge is to develop confidence, banking reforms and lower cost mechanisms, while improving the investment climate. This will enable a gradual move of flows from the unofficial- to the official channel.

What kind of policies do we need in order to improve the investment climate, banking reforms and to permeate banking channels into rural networks?

(...) enhancing the impact of remittances on development requires action at a national, regional and international level. And, it requires a synergy between both private and public entities.

It engages both the public sector and private sector, because banking reforms, in general must lie in the domain of sovereign entities. But how private banking channels can permeate into rural area, create competition between public and private banks to improve the efficiency of the financial

intermediation, is a major challenge. In overall sense of the term, therefore, enhancing the impact of remittances on development requires action at a national, regional and international level. And, it requires a synergy between both private and public entities.

Yet, there are three things missing for ensuring the potential development impact of remittances:

First of all we do not have credible financial mechanism. It has now become increasingly fashionable to say that remittances as a whole, accounting for US\$ 150 billion on official channels, is a multiple fold of what constitutes overseas development assistance (ODA). Look at the bureaucracy, which handles overseas development assistance. There is huge


There is huge bureaucracy in each country which handles official development aid. And yet, does the same infrastructure exist for remittances today? Who owns remittances as a whole?

bureaucracy in each country, which handles official development aid. And yet, does the same infrastructure exist for remittances today? Who owns remittances as a whole? To whom does the subject belong? Does it belong to an enterprising bank in El Salvador? Does it belong to entrepreneurs or to my fellow panellist in Burundi? Remittance is nobody's subject. The first important lacuna in my view is the creation of a

financial mechanism which looks at the impact of remittances on development as a whole. It does not necessarily have to be a new mechanism. It does not have to be a new entity. There are no new obligations or conventions. What is needed is a synergy between existing entities which are already in some ways doing their job. I am referring here to institutions such as the World Bank. The first important thing is to bring synergy between existing entities to handle the complex questions brought about by remittances in its overall implication to development.

The second lacuna is the issue of ownership. Who will own such an ownership? Is it entirely sovereign governments? Does the international community has no role to play? Regional development banks have no role to play? I personally believe that they have an obligation to assume. Indeed, if the rise of Official Development Assistance (ODA) is going to be a microcosm in terms of the responsibilities of what the developing countries need, then we really need a more credible ownership.

One of the things, which the High Level Dialogue needs to achieve, is to be able to fill this lacuna and this gap of lending credibility to what remittances as a whole can do to improve long and medium term development impact. That requires the creation of a financial mechanism, ownership, inter-institutional co-ordination, and implies large costs. These costs are well-worth it. The extensive efforts of sovereign governments in increasing ODA is quite onerous compared to what remittances are doing. Of course, it is of no sense, that one is to substitute the other. The moral philosophy, which guides ODA, is a totally different one and an understandable moral philosophy, in terms of the concomitant of interests of nations, and in terms of what globalisation inevitably brings. These are two different pillars of development and we need to nurture the remittances pillar equally as it will begin to harness more creatively of what ODA can. This is the challenge that the coming HLD must address.



Session V: Promoting migrants' contribution to the development of their home country

B: Transfer of skills and knowledge

BACKGROUND PAPER SESSION V B

Transfer of skills and knowledge

Prepared by Johan Wets

Higher Institute for Labour Studies, Katholieke Universiteit Leuven, Belgium

The global labour market

1. The world is facing an oversupply of labour in developing countries, coupled with a labour shortage in some sectors, among others due to population ageing, in part of the industrialized world. It might be imagined that such a situation could spell benefits for all parties involved: if there is unemployment in one region, and a shortage of labour in another region, circulation of labour seems to be a practical solution for both.
2. Unfortunately, there is a skills mismatch on the global labour market. As it is a stratified market, supply and demand are found at every level. Many migrant-receiving countries are reluctant to open their borders to migrant workers as such, though most are more than happy to welcome highly qualified workers or professionals, and even go to some lengths to attract them.
3. The supply of highly skilled workers on the national labour market of the receiving countries exceeds demand. On the other hand, demand for highly qualified labour in the sending countries is faced with only a limited supply. Under perfect market conditions, the reallocation of scarce and abundant resources would create market equilibrium.

The advantages of the international mobility of the highly skilled

4. A recent OECD study (2002) suggests that the mobility of highly skilled workers encourages the circulation of innovative ideas and processes, and helps to boost global economic growth. It notes the benefits for the home countries: migrant workers return with new technological and entrepreneurial skills obtained abroad, and very often have money to invest or useful contacts in the international science and technology fields. They have expanded their social capital, their 'network' capital. Given that many professionals do eventually return to their country of origin, the fears regarding the loss of competence, or "brain drain", from developing to technologically advanced countries may be exaggerated.
5. To a certain extent, migration of the highly skilled can be beneficial for the country of origin because of the social and economic returns. Successful migrants abroad also free opportunities for those left behind on the local labour market, thus easing competition, and their success stories can stimulate new generations to acquire the necessary skills to

follow in their footsteps. The prospect of working abroad for higher wages and better conditions can trigger the wish to pursue higher education, increasing the number of local students beyond what it might have been without migration. If such increased numbers of students opt to stay in the country after graduation, they bolster the knowledge available locally (Stark, 2002).

The drawbacks of highly skilled migration

6. Migration of the highly qualified can be positive, but this assumes that there is already a minimal stock of qualified people. When professionals or skilled workers leave and there is nobody to replace them, one can hardly speak of an advantage for society. One might speak of two critical thresholds: a lower limit below which society suffers the consequences of skilled and highly skilled migration, because there is no replacement capacity. Above this threshold, migration can be positive until the number of migrant workers reaches the upper limit, above which emigration of professionals and the highly qualified again becomes a problem because the replacement capacity has been drained. Between the two limits, we can talk of brain transfer, brain circulation and even brain gain. Above and below, we would better talk about brain drain. For every country, for every region and even for every sector, the picture is different.
7. Highly qualified migrants from the less advanced countries are not always developing their talents in the industrialized world. If trained nurses migrate to the more advanced societies only to work in a factory, a shop or to clean the houses of the double-income families, it becomes more difficult to evaluate this positively. Although supply met demand, the worker is able to earn money and send part of it to the family left behind, and the employer found relatively cheap labour, it cannot be considered a win-win situation. Here, the investment in education is not put to advantage. Not for the country of origin that lost a skilled worker, nor for the country of destination, where the available skills are not used efficiently. This is an important aspect of economic loss, brain waste.
8. Because of the income disparities and the lack of opportunities, the bargaining power among the different players is unequal. If there is a shortage on the labour market in the more advanced countries, and there are qualified workers in the developing world, even though this labour market also faces shortages, the supply and demand mechanism will most probably lead to a loss of skilled workers for the developing countries. The African countries have been severely hit; though in absolute numbers the largest exodus of professionals is taking place from Asia, with the United States as principal destination. Whereas some countries see their citizens eventually returning and/or establishing networks with the former host countries, many others, especially in Africa, are not developed to the level where they can match the wages and employment conditions of the more developed countries, and therefore fail to attract their expatriate professionals to return home. Some regions are losing most of their professionals. This situation can be referred to as brain desertification.
9. The United Nations Development Programme (UNDP) took notice of the topic of skilled migration in the 2001 Human Development Report. The proposition put forward in this report is that the migration of trained professionals from the South happens at a high cost to their home countries. Take, for instance, the well known case of Indian professionals.

Each year, about 100,000, primarily in the computer industry, are expected to request a new visa issued by the United States. According to the report, the average total cost to India of providing a university education to every one of these professionals is estimated at around US\$ 15,000 to US\$ 20,000, i.e. India is losing an investment of two billion US dollars a year as a result of emigration to the United States.

— The players in the game

10. Wage differentials can be a major source of attraction, but also the opportunities to develop a career can be a significant motive for professionals (Stalker, 2000). At the individual level this seems a win-win situation. The migrant workers improve their situation, earn more money and have better opportunities. The employer abroad hires a motivated but relatively cheap professional.
11. While it may be advantageous at the individual level, migration of the highly skilled and professionals may represent a considerable loss for the countries that have invested in their education, as the case of the Indian IT professionals illustrates. There is, of course, some return. India has progressed in the IT sector and is supplying industrialized countries with software engineers. Software even accounted for eight percent of India's exports of goods and services (UNDP, 2001).

The health industry can serve as an example to show how difficult it is to draw a clear picture. The emigration of nurses from many Pacific or Caribbean islands is a loss and a challenge for those countries. The migration of Filipino nurses is part of the Philippine government's labour export strategy. The Philippines are often cited as an example of a country that entered the business of exporting skilled labour (brain business) to the benefit of their academic industry, and as a way to cultivate remittances and international connections.

12. Many countries of destination have a "greying" population and, notwithstanding often high unemployment figures, labour shortages in some labour market sectors. Individual companies in need of qualified manpower are demanding entry rules that simplify the recruitment of immigrant workers. Foreign labour can meet the requirements of the labour market immediately, whereas unemployed local workers who do not have the right qualifications, would have to be trained before they are ready to re-enter the labour market. Even if the wages paid to foreign workers are not below the average, it is still interesting for some companies to hire them to avoid the time (and cost) barriers of educating and training the local work force.

— Finally

13. In summary, we have: individuals who desire to go abroad; a demand for migrant labour and companies willing to hire qualified foreigners; countries, on average poor, that have invested in the education of their nationals; countries, on average rich, with an ageing population and certain labour shortages. We also have, on the one hand, concepts like individual freedoms, and freedom of choice and, on the other, concepts

like social obligations. We have a global, and layered labour market where supply and demand can meet. And we have unequal power relations.

14. The challenge is to put the pieces together in such a way as to ensure a more equitable distribution of the benefits. Brain mobility does not automatically translate into “brain drain”. As stated earlier, for every country, for every region, for every branch of industry, the situation is different. It is clear that there is no overall effect. If there is an adverse effect, it occurs on a country-by-country basis, and even within an occupation-by-occupation framework.
15. The opportunity of skilled mobility may be real, but so is the threat. The international actors involved must look closely at the details and not only at the success stories that stand out. It is clear that while we expand our knowledge and experience regarding the migration of highly skilled workers and the effects on the countries of origin, there still remains much that we do not know.
16. What we know is that in a market with an uneven distribution of power, the weaker party almost always loses. The industrialized countries can balance this by developing and/or adopting a code of conduct to avoid a situation where, for instance, western countries recruit South African nurses for the European labour market, knowing that there is a shortage of trained nurses in the region.
17. Policymakers have the power to be creative and establish what might be referred to as an “education fund”. Companies wanting to recruit skilled workers to fill particular skills profiles should be asked to pay a “recruitment tax”. The tax can differ, depending on the profile of the workers hired. The money thus collected could be reinvested in the education of young professionals in the South. Such a fund could be created on a regional level (e.g. the European Community) or on an international level (United Nations).

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Barna Karimi

Deputy Chief of Staff of President Karzai Islamic Republic of Afghanistan

I would like to thank the International Organization for Migration and the Government of the Kingdom of Belgium for organising such a great event.

Special appreciation must be given to IOM for returning qualified Afghans from around the world and for successfully implementing a programme that brought 700 qualified Afghans back to Afghanistan through the RQA (Return of Qualified Afghan) program from 28 countries. These returnees have occupied 31 positions in key Ministries and 26 governmental institutions. 20% of the returnees were women. We are very thankful for the efforts undertaken in the framework of this program.

I would like to point out the following 3 issues:

1. Returnees and their contribution to post conflict reconstruction efforts in Afghanistan, which is an initiative that has fully been taken into account in our plans for the future;
2. Challenges and constrains in the Afghan context, such as local and returnee tensions and sustainability of returns, including the overall macro economic feasibility of current arrangements and trans national networks;
3. Policy proposals: Who are the key partners and what kind of immediate steps can be taken?

Returnees and their contribution to post conflict reconstruction efforts in Afghanistan

There is a difference among Afghan diaspora communities abroad: Those settled in western countries like Germany, the United Kingdom, Australia and the United States of America and those who are still living in refugee camps in Pakistan, Iran or Tajikistan. Today's discussion is primarily focusing on the first group, who are returning to Afghanistan to contribute with their considerable skills and resources to the re-construction efforts of their home country. The Afghan diaspora, after Palestinians, is the second largest diaspora in the world, mounting to an estimated 6 million people. The Afghan diaspora has been involved in significant ways in the reconstruction efforts of Afghanistan; from the Petersburg talks in 2001 to the Bonn Peace Process, during which the Afghan diaspora in Germany –one of the largest Afghan diaspora communities, was actively involved.

We can mention several initiatives in the sector of skills and capacity- building, that involve the Afghan diaspora in the reconstruction efforts of their home country.

- The Afghan Reconstruction Trust Fund programme (ARTF), which is an expatriate service to identify worldwide highly-skilled expatriate Afghans with significant reconstruction

and development experience in order to place them within key ministries and other Government institutions and agencies to enhance the Government's effectiveness in overseeing policy and institutional reform.

- The World Bank Afghanistan directory of expertise, which provides for hiring Afghan Professionals as well as non-Afghan experts with Afghan knowledge;
- IOM's RQA programme which I mentioned in the beginning;
- The Swiss Peace Foundation Discussion Forum;
- UNDP's *Transfer Of Knowledge To Expatriate Nationals* (TOKTEN) program. We have received about 24 TOKTEN UN volunteers that have already accomplished their assignments with various ministries in Afghanistan.

The Afghan diaspora, after Palestinians, is the second largest diaspora in the world, mounting to an estimated 6 million people. The Afghan diaspora has been involved in significant ways in the reconstruction efforts of Afghanistan; from the Petersburg talks in 2001 to the Bonn Peace Process, during which the Afghan diaspora in Germany –one of the largest Afghan diaspora communities, was actively involved.

2) The very sensitive topic in Afghanistan on returnees - new visions, challenges and constrains in the Afghan context.

We have many people coming in every day with different attitudes, new vision and high education. When they join the Government, we are sometimes confronted with resistance from the local people who have stayed in the country for a long time, or from the people returning from neighbouring countries like Pakistan and Iran. There is a difference between the two categories of returnees: People coming from the West are generally more qualified and have a new vision of management and knowledge. Tensions can rise particularly in terms of salary scale, as the latter group engage high expenses and have families abroad to support financially. They therefore demand higher pay. These tensions can be described as resistance to domination on debates and decisions against those who bring difference, new vision and external attitudes. These tensions call for a relationship of reciprocity in order to build a larger public good.

There is also the question of whether the transfer of funds by diaspora has a conflict-increasing or dissuading effect on the local population. Most of the expatriates are bound to stay within the capital areas as development activities are mainly focused in the capital than in the suburban areas.

It is also questionable whether the current return of experts will become sustainable. At present, much of the expatriates' salaries are paid by trust funds and other donor supports. Revenue-raising capacities of the Government may not be adequate in the medium term to ensure their continued stay.

3) What are the next steps and policy proposals?

While tying people to their place of origin is problematic, we have to be able to ensure that opportunities for productive contribution are not lost at this critical stage of Afghanistan and

While tying people to their place of origin is problematic, we have to be able to ensure that opportunities for productive contribution are not lost at this critical stage of Afghanistan and its reconstruction efforts.

its reconstruction efforts. There may not be another chance for a high-profile conference or attention from the international community. The Afghan Government and the Afghan people worldwide have to be able to pull together our energies. The international community can help by supporting the larger efforts by macro economic stability and overall sustainability of the reconstruction efforts.

The sources have to be channelled through the Government budget and the ARTF, which will improve its capacity and build overall sustainability in terms of immediate and local concerns. There are positive steps that can be taken.

B. LUTUTALA Mumpasi

Rector

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The migration of Africans to more affluent countries of the North is today an undisputed fact and increasingly a cause for concern among scientists, decision makers, politicians and development stakeholders. The estimates concerning this migration are alarming: hundreds of thousands of Africans are leaving their country to emigrate to the North. For example, there is an increasing number of Congolese migrants in Belgium, France, Canada, England and Germany, etc.

The causes of migrants' departure are well-known: economic crisis, political unrest, insecurity, wars, unemployment, etc. These causes are so valid that it is surprising to see how migrants are welcomed, integrated and considered in the countries to which they migrate. This apparent contradiction between the need for migrants to go abroad to earn or protect their living and the hostility of which they are victims is a major obstacle to the successful management of international migration. And yet, the United Nations Charter of Human Rights recognises the freedom of movement of all individuals including migrants and their right to settle in any country. That is why the solutions recommended to prevent migration

and keep skilled workers and professionals in their country are for us an illusion. Moreover, it is interesting to note that the developed countries are also affected by the departure of a large number of their citizens to other countries which are relatively more affluent.

The consequences of such migration have also been clearly identified. The main consequence as regards the African countries of origin is a loss of the skills which should contribute to their development. This question is the subject of ongoing research: on the one hand, migrants and their families see migration as a production and reproduction strategy; on the other hand, these departures deprive their country of skills and a workforce

The causes of migrants' departure are well-known: economic crisis, political unrest, insecurity, wars, unemployment, etc. These causes are so valid that it is surprising to see how migrants are welcomed, integrated and considered in the countries to which they migrate. This apparent contradiction between the need for migrants to go abroad to earn or protect their living and the hostility of which they are victims is a major obstacle to the successful management of international migration.

that could contribute usefully to their development. That is why, several reflections and studies have been carried out and declarations made to favour the contribution of migrants to the development of their country. This involves, as has been said, “using migrants themselves to develop their country”. Migration has become a pressing issue for institutions specialised in development and the reduction of poverty.

Several strategies have already been proposed, ranging from the transfer of money to the transfer of knowledge and skills. We will demonstrate in this paper that these transfers of knowledge and skills are not an idea invented by policies formulated by States to improve their management of international migration; on the contrary, they are the result of the very socio-demographic foundations of African migration to the North. We shall start by demonstrating the importance of the African “brain drain” (point 1), before presenting a rapid overview of the causes of this phenomenon (point 2) and then dealing in more detail with the elements which are an obstacle to transfers of knowledge and skills (point 3).

Concerning the African brain drain or the recruitment of African professionals

It is not easy to obtain reliable statistics on the number of Africans living in countries of the North. First of all, because a number of these migrants live underground and are therefore not included even in the population censuses carried out in those countries. Also, their embassies, which should have databases of their nationals, are inefficient or unaware of their presence in the host country and, in certain cases, feared because they act as structures of oppression to track opponents of the regimes in place in their country. In the same way, border statistics are unreliable because borders are penetrable and because of the complicity of migration officials, especially in airports in the African countries of origin.

Despite these limitations, it is estimated that there are thousands of Africans who have left their native country to live elsewhere. The phenomenon is increasing in scale. For example, the number of Congolese migrants from the DRC tripled in France between 1982 (6,712) and 1990 (22,740); it increased by 38 % in Belgium between 1981 (8,575) and 1991 (11,828) (Lututala, 2005). Moreover, it is estimated that 20,000 African professionals leave the continent every year (ECA, in Aka, 2002). This brain drain concerns above all certain professional sectors: doctors, nurses, university lecturers, engineers, footballers, etc. Let us examine several cases. The UNDP estimates that 60 % of the doctors trained in Ghana in the 1980s have left their country to practice medicine elsewhere. Several other African countries have “lost” a large number of doctors that they had to train; that is the case of Nigerian doctors in the United States and Congolese doctors in South Africa, etc. As regards nurses, research shows that certain countries of the North, including Great Britain, have considerably opened their market and welcome thousands of nurses from African countries. The same applies as regards nurses from countries of Eastern Africa who are in South Africa. As regards footballers, it is well-known that Africa loses its best footballers every year: they

are “transferred”, in fact purchased by teams from the North who have greater resources and can offer a better showcase for their talents as well as more money. The African Nations Cup has become a special occasion where African footballers are openly and publicly recruited, to everyone’s delight.

——— But should we talk about “brain drain”?

Why do people and why do we talk about “brain drain”? This question needs to be addressed at two levels. It is first of all because the people who leave have professional skills that they have acquired during their schooling or vocational training. Instead of the countries that have invested heavily in such training, it is more the countries of immigration that benefit from these skills for various reasons which are seen as repulsive in the country of origin; shortage of jobs, low pay levels, physical and professional insecurity, low status of skills and knowledge, etc.; and attractive in the host countries: making better use of the labour force, “the brain drain occurs (...) when a country loses its skilled workers through emigration” (Mutume, 2003). However, it is not simply that, the brain drain is also, as Kouame points out (2002), the failure of former students to return to their native country once they have finished their studies abroad. According to certain estimates some 127,000 high-level African professionals have left Africa for old world countries and other industrialised countries (Kouame, 2002: 4).

During several years this brain drain was seen as a loss for the country of origin. The people who left were considered as a resource no longer available to national production and as a loss of earnings for national consumption, which is one of the determinants of the national income. However, that vision of things no longer applies because of the transfer of funds, knowledge and skills by migrants. Why do migrants make such transfers?

Literature on the question suggests that these transfers are one of the strategies initiated by the countries that welcome migrants and the international bodies which promote the development of African countries to enable migrants to help their countries escape from the current situation. In our view, these transfers are part of the very essence of the migration of Africans to the North, which is an important reason for developing them.

In fact, as we have shown in our previous work (see in particular Lututala, 2005), the migration of Africans in general, and migration to the North in particular, is not simply a change of the usual place of residence; on the contrary, it results in a multiplication of the residences of the individual and even of other family members; it enlarges the living space of the migrant and other family members. That explains why migrants are “present” in their original environment while being physically absent. They are present by their participation in the survival of their family members, through the money that they send back home; through commercial activities that they develop there and generate an income part of which is sent to them; by frequent visits that they make either for holidays or to participate in certain family events (mourning, weddings, etc.); through letters and other forms of contacts, etc. That also explains the definitive non-return of migrants to their native country, since they consider, as we pointed out elsewhere, their host country as being part of their living space, and not as a foreign country where they live temporarily. That is finally the reason why operations involving the forced repatriation of migrants have very little success,

as several studies on this subject have highlighted. We call this phenomenon the residential ubiquity of migrants (Lututala, 2005: 420).

This residential ubiquity of migrants is particularly relevant in the role given to migration in the combat of households against poverty. This role was imperceptible as long as the migrant was considered as an isolated actor who flees difficult living conditions in his or her country of origin to find a better standard of living elsewhere. On the contrary, the theory of family survival strategies suggests that it is the family that plans, organises and finances the migration of such and such a member, with precisely the aim of sending him or her to find the income necessary for the survival of the family. It is therefore normal, in such a system, that the migrant feels obliged to maintain ties with his or her native country, more precisely his or her family of origin. These facts have been reported by researchers for several years. Funds transferred by migrants from Mali, Senegal or Morocco, to mention just a few examples, have been the subject of research since the 1980s. However, it is only now, it must be acknowledged, that we are starting to address the question of whether these funds transferred by migrants can really contribute to sustainable development, the underlying idea being whether or not migration should be considered as a development mechanism to be promoted.

We can conclude from the above that the idea of transferring funds or knowledge is a logical consequence of the place of migration in the production and reproduction system of African populations. What mechanisms are used for these transfers?

———— The mechanisms for transferring knowledge and skills

The mechanisms for the transfer of knowledge and skills that are the most frequently mentioned in literature are: 1) the migrant's definitive return to his or her native country, 2) temporary stays by migrants, 3) the virtual return of "digital diaspora", and 4) partnerships. The first case concerns migrants who have decided to end their residency abroad and return definitively to their native country, alone or with the members of their household. This generally involves migrants who return at the end of their studies, or who decide to return to their native country because of their precarious living conditions abroad and/or want to exploit their skills and knowledge in their country of origin. The proportion of migrants who want to return definitively is very low (Lututala, 2005). Rather than returning definitively to their country of origin, certain migrants prefer to visit their native country for short periods for various reasons. The concept of virtual returns is increasingly topical and consists in putting migrants in contact with their country of origin via the Internet. This enables them to contribute online, while remaining in their host country. Finally, partnerships are agreements which are signed between countries of origin of migrants and the countries that welcome migrants, either definitively or temporarily, with a view to improving the management of this phenomenon. The European Commission sees such partnerships as an instrument for interstate joint management of migration, a "joint development" policy: "a means of making migrants active development participants who strengthen cooperation between societies in the country of origin and the host country" (Parliamentary Assembly, 2005). In fact, it was in the framework of such partnerships that various repatriation programmes were set up, such as MIDA (Migration for Development in Africa) of the IOM, or TOKTEN (Transfer of Knowledge through Expatriate Nationals, set up by the UNDP. It is also in this context that certain researchers have gone so far as to suggest the payment of

“compensation” to the countries of origin of migrants which have made important financial sacrifices for the training of the latter but do not really benefit from that investment (Jonhson, 2004).

These mechanisms have to contend with various stumbling blocks which impede the efficient and effective transfer of knowledge and skills by migrants. This raises the question of how can such transfers be favoured or how can these mechanisms be developed.

How can the transfer of knowledge and skills by migrants be favoured?

The stumbling blocks to transfers of knowledge and skills are to be found both in the countries of origin and in the host countries. In the host countries, the difficulties are linked to the social and economic integration of migrants and the status of migrants. The question of the transfer of funds, knowledge and skills supposes in fact that migrants can acquire or maintain such in their host country, either by continuing their studies or through vocational training, or by having a job in line with their qualifications. All that depends on the socio-economic and professional integration of migrants in their host country. This raises several questions: how many migrants continue their studies in their host country?; what professional skills do they acquire on the job in their host country?; is their employment in line with the training that they have received? These questions require specific research.

What we know to date is that the economic and professional integration of African migrants in the countries of the North is something of a nightmare. In Belgium, for example, the unemployment rates were 7.8 % for Belgian nationals and 13.8 % among migrants in the 1970s (Debbaut and Declerck, 1981: 34). In Germany, the employment rate of migrants fell from 68.4 % in 1973 to 49.9 % in 1980 (Honekopp and Ullmann, 1981:119). We can consider that these rates were even more unfavourable among African immigrants given the fact that they have more difficulty accessing the labour market than migrants from other continents. In France, according to estimates, 58 % of migrants aged between 20 and 64, and listed as residing there, are in employment.

The professional mobility of migrants before and after their migration is another aspect that needs to be examined given its influence on favouring transfers of knowledge and skills.

(..) a large number of these emigrants do not have a job that corresponds to their education or training received in their country of origin. On the contrary, they are subject to a phenomenon of deskilling.

Here again, there is a lack of in-depth studies to support any assessments, at least as far as African migrants are concerned. We nevertheless know that a large number of these emigrants do not have a job that corresponds to their education or training received in their country of origin. On the contrary, they are subject to a phenomenon of deskilling. For example, in the North, there are examples of African

migrants with “very good diplomas” in insecure employment. Personalities who were well-known in their country of origin are “rotting” as it were in the streets of Paris, Brussels,

London, Montreal, etc., where they rely on undeclared employment, household cleaning work done by their wife or welfare payments to which they are entitled for their children. What knowledge and skills can such migrants acquire to transfer to their country of origin? And can the money that they manage to save and transfer to their country of origin contribute to sustainable development?

We can cite for example the special case of students who left to pursue their training and from whom we expect a transfer of knowledge and skills on their return. According to Assogba (2002), in 1990 there were “a million of expatriate students throughout the world, including 210,000 from Western Europe, 200,000 Africans, half of whom were from North Africa, 183,000 Orientals (Middle East), 25,000 Americans, 40,000 Japanese, 3,300 Indians and 2,700 other Asians”. As can be seen, Africa is in second place in terms of the number of expatriate students throughout the world. Unfortunately, a large number of these former students, if not most of them, do not return to their country of origin when they have completed their studies. They prefer a life of inactivity and consider that the income that they can obtain in their host country, even if it is minimal, enables them to satisfy their vital needs better than if they were to return to their native country. The International Organization for Migration (OIM) as well as the UNDP have developed programmes to facilitate the transfer of the knowledge and skills of these former students, in particular by involving them in training students during temporary stays in their native country. Three criticisms are generally levelled at them.

The first is that several of them completed their studies several years ago and have therefore “lost their touch”. Consequently they have some difficulties in preparing their course notes and transmitting their knowledge. The second criticism is that their courses and analyses are theoretically and empirically out of step with the realities of their native country. The problem is particularly pertinent in the case of social sciences in comparison to exact sciences. African societies are undergoing far-reaching transformations that science is struggling to follow and therefore understand and explain. These transformations must, however, be taught to students and taken into consideration in our research in order to help “reinvent” Africa. Finally, some of them have been accused of showing a certain disdain towards local teachers, educational systems and students. Such disdain is badly accepted by those who, in extremely difficult conditions, make sacrifices to enable African universities to continue to operate, despite having been abandoned by politicians and development actors.

Several studies show that migrants who have a long-term residency permit are more likely than others to travel to their native country and invest in it.

As regards the status of migrants, it is noted that several African migrants live in an almost permanent situation of temporality. For example, out of 10,314 political asylum applications submitted by Congolese citizens in France in 1991, only 11 % had been accepted in 1992 (Legoux, 1995). In Belgium, the proportion of applications for political asylum from

Congolese citizens accepted by the competent authorities fell from 18 % in 1988 to 0.4 % in 1994 (Mayoyo, 1995). This uncertain situation prevents migrants from travelling between their country of origin and their host country. They cannot therefore go to their country of

origin to “put back” the knowledge and skills that they have acquired in the North, for fear of losing the “privilege” of returning and residing in the host country. Several studies show that migrants who have a long-term residency permit are more likely than others to travel to their native country and invest in it. Studies also show that this instability as regards the status of migrants has prevented the IOM from encouraging an important number of African migrants to return to their country of origin, barely 2,000 in 11 countries between 1983 and 1999 (Mutune, 2003: 4).

At the level of the country of origin, the main stumbling blocks are: 1) the lack of policies for the reintegration of migrants; 2) the weakness of banking systems; 3) unstable working conditions, in particular in universities; 4) weak access to NICT; 5) police and customs harassment and red tape; and 6) laws governing nationality.

As regards the lack of reintegration policies for migrants, it has been noted that several African countries “abandon” their migrants who have left to live abroad and, obviously, do not encourage them to return home. This abandonment is particularly perceptible among students who do not have or no longer receive grants for their studies. It is also apparent at the level of the facilities which should be made available to students to bring home their belongings when they have finished their studies, and as regards the support from which they should benefit for their residential, professional reintegration, etc. We know of several cases of former Congolese students who have obtained a Ph D but cannot return for all the above reasons: they have completed their studies thanks to debts or aid (sometimes from their university tutors); then they may not have enough money to buy the airline tickets for themselves and their families at the end of their studies, without forgetting the cost of sending or taking home books and other belongings (household appliances, a car, etc.) that they have managed to acquire with difficulty during their training and which they know they will never be able to acquire, or at least not straightaway, once they have returned to their country of origin. Access to housing is another headache which dissuades them from returning to their native country.

(...) several migrants want to know in which sectors they can invest and what are the conditions applying to such investments. In Senegal, an advice centre for Senegalese from abroad (the BAOS) was set up at the beginning of the 1990s to meet these concerns and to provide the necessary information to migrants.

Other migrants who are not former students also suffer from a kind of abandonment or are not given any guidance or advice on returning home and the contribution that they could make to the development of their country of origin. By way of example, several migrants want to know in which sectors they can invest and what are the conditions applying to such investments. In Senegal, an advice centre for Senegalese from abroad (the BAOS) was set up at the beginning of the 1990s to meet these

concerns and to provide the necessary information to migrants. This centre is also responsible for facilitating access to bank loans for these migrants, in particular by helping them prepare bankable projects.

Another obstacle to the transfer of knowledge and skills is the uncertainty of working conditions in the country of origin. For example, the inadequate resources of universities, laboratories and libraries mean that researchers cannot benefit from the same facilities to which they have had access in the North when they return to their country of origin. They cannot apply the sophisticated techniques which they use on a daily basis in their working environment in the North. This gap and this inability to operate in the same condition are faced by Ph D students who, in the framework of jointly-sponsored research, spend time in universities in the DRC for their field studies. However, because they do not have suitable laboratory facilities in the DRC, they sit around waiting to return to their host country in the North to pursue their research.

Police and customs harassment and red tape are another factor which impedes the transfer of knowledge and skills. Several migrants who have settled in countries of the North have admitted to us that they are reluctant to return home because of the “baptism” that they have to face at the airport when they return. They cannot understand why they have to suffer so much harassment in their country of origin in relation to the relative peace of mind that they enjoy in their host country. In fact, their return is seen by immigration officials as an opportunity to extort from them the money that they bring with them for their investments. Their belongings that they bring with them to contribute to the transfer of knowledge, such as books and computers, are often blocked at the airport or port of their arrival as a result of long and expensive customs clearance procedures. This context clearly does not favour such transfers.

The transfer of knowledge and skills can also be accomplished through joint research programmes between migrants-researchers installed in universities of the North and those in African universities. One of the requests often submitted to the MIDA programme set up by the IOM concerns precisely the need for missionaries who come to teach to devote in addition some of their time to research: supervising students, preparing and implementing joint research projects, coordinating scientific seminars. The success of these initiatives is, however, limited because of the embryonic state of research in African universities, as a result of not only the above-mentioned inadequacy of the resources of libraries and laboratories, but also the low salaries and the gloomy working environment. The low salaries force researchers to carry out several other better paid activities, known in the DRC as “extramural activities”. As a result, research becomes a luxury, open only to those who really believe in it, or who can satisfy by other means their everyday living needs, or who are connected to research networks in the North. As regards the gloomy research environment, this is the consequence of the embryonic state of research and the lack of public and private funding. Indeed in several African universities scientific debate is almost non-existent, publications are rare and often censored by the authorities. Students attend courses more to obtain a diploma than to have a solid education which prepares them to deal with life’s challenges and make a useful contribution to the nation or society. Teachers also generally restrict themselves to giving their courses and devote very little time to the production of the knowledge that they transmit. It is therefore easy to understand that it is difficult, in such a context, for migrants to become really involved in the coordination of research in collaboration with their colleagues in African universities.

Several authors have referred to the role of NICT in the transfer of knowledge and skills, in particular as regards new distance teaching methods. This is clearly a promising route, in particular in cases where migrants cannot return even temporarily to their country of origin.

[distance teaching methods] is clearly a promising route, in particular in cases where migrants cannot return even temporarily to their country of origin. Different formulas are conceivable, from the simplest one such as putting courses online or the overhead projection of courses pre-recorded on a CD, to more complex solutions such as videoconferences. (...) However, this approach is expensive and is out of reach to many researchers and universities in Africa, because of limited Internet access (...).

Different formulas are conceivable, from the simplest one such as putting courses online or the overhead projection of courses pre-recorded on a CD, to more complex solutions such as videoconferences. These formulas work. For example, the University Agency of French-Speaking Countries (AUF) has opened 18 digital campuses in Africa: Dakar, Kinshasa, Brazzaville, Libreville, Bujumbura, Yaoundé, Lomé, etc. These digital campuses provide distance educational courses leading to diplomas or certificates. The digital campus of Kinshasa (CNK), for example, awarded in January 2006 eight masters degrees to students having followed distance educational courses given to the CNK by the universities of Nantes,

Bordeaux, Limoges, etc. However, this approach is expensive and is out of reach to many researchers and universities in Africa, because of limited Internet access, which is linked to the prohibitive cost itself. At the University of Kinshasa, for example, the Belgian inter-university cooperation pays 5,000 Euros a month for the transmission band which enables the university to have its own satellite connection and Internet connection. There are however serious concerns as to the long-term sustainability of this support and the very real risk of being once again isolated when the project ends in several years time. The concern is all the greater because the Congolese government does not provide any research funding for our universities because, it would appear, of the priority given to the war effort and organising free, democratic, transparent elections.

Conclusion and recommendations

The transfer of knowledge and skills is a logical consequence of the role of migration in the production and reproduction process of African populations. It is, therefore, for African migrants, an obligation vis-à-vis their families and countries which send them to the North to acquire not only knowledge and skills, but also money and belongings that they can send back home. The transfer of the latter is not a new phenomenon, but its growing importance raises questions such as 1) whether it contributes to the sustainable development of Africa; and 2) how can these transfers be encouraged and increased. By examining the obstacles which prevent these transfers being accomplished in the way that not only migrants, but also their family members and countries of origin would like, we have in fact identified strategies which can be proposed as a way of achieving this goal.

In order to facilitate transfers of knowledge and skills, countries in the North should:

- 1) favour the socio-economic and professional integration of African migrants so that they can acquire such new knowledge and skills to transfer to their country of origin;

- 2) grant these migrants a stable, certain status, rather than leaving them to live in the country illegally for what can sometimes be a long period, with a view to allowing them to travel between their country of origin and their host country.

As regards the African countries of origin of migrants, they should favour the transfer of knowledge and skills by:

- 1) developing and implementing emigration and migrant reintegration policies which make it possible to follow the situation of migrants abroad, encourage them to return or transfer their knowledge and skills to their native country, and favour these transfers. This involves, in particular, providing them with decent housing and jobs on their return, facilitating access for them to bank loans, or simply giving them information on economic and social sectors in which they can invest;
- 2) improving considerably working conditions, especially as regards libraries and laboratories in universities and other research centres;
- 3) improving living conditions, by paying decent salaries so that researchers can devote themselves to research and carry out joint research programmes with their compatriots-migrants established in countries of the North;
- 4) eliminating police and customs harassment and red tape in order to encourage migrants to return to their country of origin and to make them feel secure when returning, even if only temporarily;
- 5) developing New Information and Communication Technologies in universities and research centres in particular and throughout the country in general to promote online transfers of knowledge and skills;
- 6) granting double nationality to facilitate the movement of migrants.

International organisations which are active in this area, especially the IOM and the UNDP, should:

- 1) provide or reinforce special training for professional reintegration aimed at candidates who want to visit their country of origin to transfer knowledge and skills. This training should cover, for example, patriotic awakening, educational systems, etc.;
- 2) request all missionaries who go to teach in their country of origin to participate in research activities: supervising Ph D students; drawing up and implementing joint research projects, coordinating conferences and seminars;
- 3) providing support to missionaries, not only through books as is currently the case, but also by putting in place modern, operational laboratories;
- 4) promoting distance learning, and backing it up with the appropriate infrastructures.

Chansamone Voravong

President

Forum des Organisations de Solidarité Internationale issues des Migrations, France¹⁵

It is a great honour and privilege for the *Forum des Organisations de Solidarité Internationale issues des Migrations* (FORIM) to be invited to this prestigious meeting. I would also like to thank the personalities and other people I was able to meet before sitting at this table for being so warm and friendly to me.

FORIM is a French national platform that brings together networks, federations and groups of OSIMs (Immigration-based International Solidarity Organisations) involved in integration here and in development abroad in countries of origin.

I myself am French. On this basis I am committed to sharing with French citizens the responsibility of making this country a place of peace, freedom, equality and fraternity. I am Laotian because I was born in Laos three quarters of a century ago and I still have its culture and history. I am not a confused, disordered mixture of the two. I recognise myself clearly as a Laotian and a French person.

FORIM represents approximately 700 associations, acting in sub-Saharan Africa, the Maghreb, in South-East Asia, the Caribbean and in the Indian Ocean. Founded in March 2002, with the support of the French public authorities, it demonstrates its members' willingness to be involved in all aspects of French society in order to facilitate access to citizenship for people with an international immigrant background, and to reinforce exchanges between France and countries of origin. It shows a positive image of the associative life of people with an immigrant background and highlights their twin sense of belonging by promoting actions in France linked to integration, cultural exchange and development actions undertaken in the country of origin.

We have established working groups within FORIM on genre and youth, plus an observatory of OSIMs in France, a resource centre, etc. With the help of the Ministry of Foreign Affairs, FORIM has launched a Programme to Support Immigration-based International Solidarity Organisations (PRA/OSIM). This structure allows small associations

to obtain pedagogical support and co-financing for local micro- development projects in their country of origin. This programme has already operated for two years and we have renewed it for the next two years.

As regards options relating to the topic of this workshop, I will briefly present the *Diaspora Pour le Développement* (DPD) project. In the context of developing the *Diaspora Scientifique, Technique et Economique* (DSTE) programme, mentioned this morning by Ms Girardin, Minister Delegate of Cooperation, Development and the French-speaking Community, I will speak about what we are attempting to do in terms of structuring, identifying and mobilising Scientific, Technical and Economic Diasporas. In the context of this programme, FORIM has listed the *Diaspora pour le Développement* (DPD) programme, which is organised jointly with Enda-Europe, in its 2005/2007 programme. The global goal of the DPD programme is to favour the involvement of qualified diasporas in the development of southern countries.

DPD's specific goals are as follows:

- To list the qualified scientific diasporas found in France and who come from countries of the South covered by the programme (Cambodia, Laos, Vietnam, the Maghreb, French-speaking West Africa).
- To identify potential users of qualified skills held by people who have migrated (cooperation projects, State, NGOs, companies, etc).
- To set up and make permanent a tool to match the supply of qualified skills with the demand.

In the context of this programme, an analysis of problems linked to the brain drain and steps to highlight the lessons from current programmes have already been implemented. Several essential aspects have been noted. Reinforcement of capacities is a priority if we are to create endogenous development.

Reinforcement of capacities is a priority if we are to create endogenous development.

The expertise of the diasporas in the North would gain by being really matched to the needs of the South. Close cooperation between all the players is required to achieve this. A working group involving several associative and institutional players interested in the DSTE problem has been set up by FORIM and Enda-Europe. The goal of this working group is to exchange ideas on the DSTE problem and to specify procedures for commitment and participation by group members in the DPD project. This programme would act as an interface between an offer of skills and expertise held by diasporas in the North (volunteers and retirees) and a demand for cooperation programmes (companies, NGOs, needs of civil society in the south). The programme would assign an important place to prospects for South- South cooperation.

The DPD Programme would facilitate the establishment of transfers of know-how through modern information and communication technologies. This mediation would notably be implemented through a website which would act as a direct broker between supply and demand. The DPD project has two sections: a section involving listing the skills of diasporas

likely to invest in development and an operational section involving qualified diasporas in development actions that can help to achieve the Millennium Development Goals (MDGs).

All of this work is currently performed with representatives of FORIM member associations, who are all volunteers, and who themselves are too few in number to cater for all the requests made. The programmes that I have just listed are just a portion of the requests we encounter. And as a volunteer, maintaining a living structure which brings together so many countries and so much diversity is already a robust performance. The future stage lies in our professionalisation. We also intend to expand our FORIM and to develop a board of experts within it as well as a board of wise men. Why a board of wise men? Because we are faced with the question of our contribution to our host country. What can we contribute to France practically and how?

In the current state of the world where the balance of power between man and nature is such that there is no longer time to repair damage to the planet by human activity in the name of development we, migrants, should not forget that we are also citizens of the world. Can we continue to live as we are doing now? What contributions can we make?

As a conclusion, I would like to share this sentence by a famous migrant, Albert Einstein: *'The world we have created as a result of a level of thinking that has been ours so far creates problems that we cannot solve using the same level of thinking with which we created it'*. For all of the problems that we discussed yesterday, today and which we will discuss in the future to try to find solutions, it is undoubtedly very important for us to look for this level of thinking.



Closing session

Armand De Decker

Minister for Development Cooperation Government of the Kingdom of Belgium¹⁶

Your Majesty,

Firstly, I wish to thank you for honouring this conference with your presence.

By finding the time to be with us this afternoon, you are highlighting the absolute importance that Belgium attaches to this significant and delicate issue of the link between migration and development.

Your presence is also a support for the efforts of all the participants towards promoting convergence between these two areas which are at the forefront of concerns in the world.

We are very grateful to you.

Your Excellencies, Ladies and Gentlemen,

Ms Omelaniuk has just given us a faithful summary of the discussions that took place on the different topics that were dealt with during this conference and I thank her for this.

I would like to draw your attention to some points that I consider particularly important.

Firstly, there was the urgency to dare tackling this issue completely frankly, absolutely transparently and with all sincerity.

At present, hundreds of thousands of young Africans are wandering in the Mauritanian desert and in the Sahel region pursuing exile that they hope will save them, but which too frequently ends in disillusion, unhappiness and occasional death.

The countries of the North have too often responded to the tragic nature of this immigration enforced, by necessity, by a strictly security-oriented and defensive approach, while ignoring the fact that migration, despite its inherent difficulties, is also a development factor for both the host country and country of origin.

This should lead the international community to stop experiencing the phenomenon of migration passively, but to manage it more effectively after studying its different facets.

¹⁶ Translation – Original in French.

It goes without saying that the scale of the phenomenon of migration asks us to offer a more efficient response to the problems in question.

Relevantly, the Millennium Development Goals aim to reduce serious poverty in the world by half.

The degree of unhappiness associated with these large migratory flows and the difficulties they raise in countries of transit obviously should lead us to set up permanent plans that allow faster achievement of the goals in zones where these sizeable exoduses originate.

The European Union, which has decided to double its development aid budgets for Africa must deliver better performing results by aligning its policies, coordinating its actions and by bolstering its dialogue with its partners in the South.

I repeat that our response cannot stay security-oriented and fundamentally defensive.

Nor can it limit itself to a humanitarian approach, which is admittedly essential, but inadequate in view of the tragedy taking place before our eyes.

Our first responsibility involves helping our partners in the South by giving their people and especially their young people a dignified future. This youth must be associated with the progress of a world which, whether we like it or not, is today definitively globalised.

The flight of young Africans towards the North is a fundamental expression of their wish too be linked to today's world, to add their pebble, contribution, creativity and culture.

We cannot continue to listen inadequately to their desperate plea, as is the case today, and we cannot leave partner governments alone or more exactly, too alone, faced with all of these hopes which are almost always disappointed today.

We can learn some practical lessons from these two days of work.

Firstly, there is this urgency that I referred to a moment ago. It is time to act at an international level.

Secondly, the question of migration and its link to development are issues that concern both the North and South. It is together as development partners that we aim to find solutions that create hope and sense. In this respect, I want to not only thank the representatives of countries from the South for engaging with such conviction in our work, but also the representatives of the diasporas, the NGOs and experts who share this approach of a need for joint action.

Finally at an internal level there is a need for coherence between all of the policies on the phenomenon of migration. This is why I am happy that my colleagues from the Interior and Foreign Affairs wanted to be involved in the success of this meeting with me. This shared concern bodes well for improved coherence in Belgium.

We have seen that migration, while it presents risks and dangers, can and must become more of an opportunity in the future, both for host countries and countries of origin.

Several lines of reflection have been dealt with and even better several examples of action were presented to us.

These are practical examples which should allow us to build policies that favour the positive involvement of migration for development in the future bilaterally with our partners, but also multilaterally and especially at European level.

Among the actions underway I cite what my colleague Ms Brigitte Girardin called co-development, which is the participation by the migrant in co-development actions in his country of origin.

These can be investments accompanied by financing of cooperation, exchanges of professional experience, exchanges of teachers and students, a temporary return by qualified, or even highly qualified, migrants, such as doctors or teachers for example.

When they meet in Luxembourg on 11 April next, we are convinced that the EU Ministers of Cooperation will be able to propose practical support measures to steer the brain drain in the public health sector, and to invent mechanisms that favour the movement of migrants in this field which is highly sensitive for development.

This movement of migrants, as we should remember, is also an advantage for our countries in the North, because our economies can benefit in turn from the intellectual contribution and dynamism of young academics and graduates from countries of the South in many fields of activity.

This entire dynamic of co-development and circular migration obviously cannot produce all of these effects without active participation by civil society, universities and research institutes, the private sector and local authorities in both the North and South.

Another concrete conclusion of our work is the need to improve and facilitate financial transfers from migrants to their countries of origin and especially to see them act as levers for economic and social development programmes. It should be possible to reinforce and consolidate the link between these transfers and the micro-credits system which is being developed successfully in many countries through the intervention of public authorities, notably from a fiscal viewpoint, through the involvement of the classic banking system and especially through the awareness by the migrant himself of his power as a development factor for his country.

Of course all of these positive actions would make little sense if they were not added to the development cooperation policies that we are adopting to reduce extreme poverty and to implement the Millennium Development Goals. But undoubtedly we, along with our partner countries, should redefine certain fields of intervention or redeploy some of our aid to those regions in the South where the hopelessness is greatest and the need to migrate is strongest.

Everyone should make his contribution to this positive, constructive approach.

The States of the North through a greater willingness to listen, greater openness and more substantial resources,

Governments of the South through good governance, exemplary management and by allowing greater appropriation of development programmes by local authorities and groups as Mali has shown us an example.

The diasporas living in the North who, with our increased support, must become more involved in the modernisation and sustainable development of the economy and social life in their country of origin,

Civil society in the North, with its NGOs, universities, scientific institutions, trade unions and citizens who must combine their forces and concentrate their actions more in regions which have the greatest need.

One of the specific features of the European Union's foreign policy lies in the fact that it is convinced that it can best contribute to world stability and security by contributing to the development of the South, by involving all of the players on the planet as effectively as possible and by preserving and defining its future.

At the close of this colloquium I express the hope that our conclusions today will contribute to this.

Franco Frattini

Vice-President and Commissioner for Freedom, Security and Justice European Commission

This Conference is now coming to an end after two days of fruitful discussions. I would like to thank our Belgian hosts for taking this initiative and the IOM for contributing so much to its success. I am also glad that the Commission, together with the World Bank, was able to support this important undertaking.

The Conference took place at a crucial point in time. The issues related to the links between migration and development are now at the top of the international policy agenda, as was exemplified by the report from the Global Commission on International Migration, to which I would like to pay tribute; I believe that the debate on these issues shall continue among all stakeholders.

I would like to focus my comments on two sets of issues which I view as particularly important in the perspective of this global debate.

First issue: how can countries of origin, transit and destination work together to make migration work for all concerned, and first of all for the migrants and their families?

For the European Commission, this is a central issue, and it is at the heart of the concept of shared responsibility which we have been developing with our partners in the developing world.

I wish to highlight in this respect the partnership which the EU is developing with a number of countries in Africa. Migration, it is well known, presents both challenges and opportunities. How to make sure that for instance a young student from Ghana does not become a victim of traffickers and comes safely to Europe to pursue its studies and then return back home to set up a dentist studio? A true challenge and opportunity! Tackling these challenges and taking advantage of the opportunities is what our partnership is about.

Africa, in its broadest sense, has been one of the main focal points of the discussions during this conference, and rightly so, because it is disproportionately affected by some of the more negative aspects of migration. Examples include brain drain, illegal migration, smuggling of migrants and trafficking in human beings

At the same time, the potentially positive impacts of migration are very hard to feel in Sub-Saharan Africa, for example because of the cost and difficulties involved in transferring remittances to these countries, or because of the practical difficulties faced by many African migrants to contribute to the development of their countries of origin

The Commission believes that well designed and managed policies can make a difference. During this conference examples of good practices in this area have been presented. However, we must do more to enhance the contribution of migration to development in Africa and in other parts of the developing world.

The Commission is now engaging in a comprehensive dialogue on migration- related issues, both with the African Union and with individual, interested countries. This will involve issues as varied as:

- joining efforts to fight trafficking in human beings (an issue that has already been the subject of discussions between the EU and the African Union);
- supporting African countries' efforts to better manage migration flows.
- supporting the development of asylum systems in Africa and the generous efforts made by those countries that host large refugee populations – this is the essence of the Regional Protection Programmes (RPPs) which the EU is developing in partnership with UNHCR;
- and helping countries of origin of migrants in Africa capitalise on the benefits of remittances and tap into the skills that are available within the African diasporas.

(...) distinction between countries of origin, transit and destination is becoming blurred: Morocco, traditionally a country of origin, is at the same time becoming a country of transit and even of destination; and many countries in sub-Saharan Africa increasingly share these three characters as well.

The development of dialogue with the countries of origin and transit will in particular be the central topic of an EU-Africa Conference on migration that will be held later this year in Morocco. This is all the more relevant because the distinction between countries of origin, transit and destination is becoming blurred: Morocco, traditionally a country of origin, is at the same time becoming a country of transit and even of destination; and many countries in sub-Saharan Africa increasingly share these three characters as well.

(...) policies must recognise and address the broader causes of migration flows, such as poverty, lack of opportunities, environmental degradation, insecurity and conflict; these are all issues which EU development policy seeks to address, and further efforts in this direction will be made in future.

At the same time, policies must recognise and address the broader causes of migration flows, such as poverty, lack of opportunities, environmental degradation, insecurity and conflict; these are all issues which EU development policy seeks to address, and further efforts in this direction will be made in future.

The second set of issues which the Commission believes should be at the centre of this debate are those that were addressed in the Commission's Communication on Migration

and Development of last September. These orientations cover very practical issues that offer a strong potential for win-win outcomes. And this shall be our goal!

The debates during these two days have shown for instance that examples exist of policies that have allowed the costs of remittance flows to come down significantly, or that can make it easier to use remittances for investment or other development- friendly uses, while respecting their private nature. It is a significant contribution to the countries' own efforts to achieve economic and social development, as well as to the EU's development aid.

The Commission has already taken an important initiative in the area of remittances. On 1 December we approved a proposal for a Directive on payment services, which will create a harmonised framework in particular for remittance services. This should increase competition and thus contribute to a decrease in costs. At the same time, the new framework will increase transparency by forcing service providers to disclose information on costs, including the exchange rates used, and the time needed to complete the transfer.

However, further steps are necessary.

- First, efforts must be made to improve our knowledge of remittance flows. Here we must look at synergies with other actors, for example the World Bank which also co-sponsored this event and whose recently published 'Global Economic Prospects' represent a major contribution to the debate on remittances and development.
- Second, the EU is also making financial assistance available, for example in the framework of the Commission's Aeneas programme, to develop innovative solutions to facilitate remittance flows and to make them work for development. The promising project that was presented today by the International Fund for Agricultural Development (IFAD) is actually funded by Aeneas.
- Third, it is engaging EU financial institutions by encouraging them to become more active in what is effectively a very promising market. Although here we have to be vigilant so that the private financial services do not exploit the disadvantageous banking situation of migrant workers.

However, remittances are not the only area where important EU initiatives are underway or being considered.

The Commission is for example willing to help developing countries reach out to their diaspora, whose skills can be an important asset for development. It is here that we are awaiting ideas from those concerned as a part of the large dialogue I mentioned before.

The Commission is also actively involved in the debate about how to ensure that our migration policies do not lead to brain drain, as emphasised in the recent Commission

Communication on the human resource crisis in the healthcare sector of developing countries. Rather we should aim for brain circulation.

Let me turn briefly to another important initiative, the Policy Plan on legal migration that we adopted recently. This important document constitutes an effective work plan for the EU's policy over the next few years, in particular in all areas related to legal migration. It foresees in particular various initiatives to establish procedures for the admission to the EU of various categories of migrants, both skilled and unskilled, recognising that the EU will continue to need migrants in future if it is to maintain its economic and social model and increase the pool of available skills.

At the same time, the policy plan foresees innovative forms of cooperation with countries of origin of migrants, for example by supporting the training in these countries of people wishing to migrate to the EU, helping them to adjust to the needs of ever-changing labour markets.

Finally, I am glad first, that we have been increasingly focusing on the development dimension of the migration issues and secondly, that this topic is more and more becoming a global concern. This is why I would like to see the results of this Conference to feed into the global debate on migration and development, and in particular in the discussions that will take place in New York in September.

The Commission is determined to contribute actively to this High Level Dialogue on Migration and is ready to share its experience with other participants.

In my view, it would be very useful if the Dialogue focuses as much as possible on practical, concrete issues with a win-win potential, such as the ones I have mentioned in this address. It could also result in the establishment of regular exchanges of views and experiences. Were this to be the case, the EU is ready to participate actively in such exchanges, on the basis of the innovative policies which it is developing.

Whatever form of cooperation we chose, it is fundamental that we, the countries of destination, the countries of origin and transition, do work together and that the resolving concrete issues is our common goal.

Brunson McKinley

Director General International Organization for Migration

It is my honour, my pleasure, to address to you - the representative of Belgium - a few words of thank on behalf of all of the participants of this conference. In the presence of three of your Ministers and of the European Commissioner, it is for me a pleasure to acknowledge the leading role which Belgium plays today in the world debate on migration and which indeed your country, your government has played for a very long time. The conference that we are now concluding is an example, one among many, of that leadership role.

This conference was very successful. It was a good idea, at the right time and the selection of the participants was first rate. You have before you, Your Majesty, a cross-section of the world's best brains and biggest hearts on this very important humanitarian issue. There are government representatives, civil society representatives and journalists, in rather large number, and that is good, as we need to have the word out. There are representatives of many international organisations like my own. They are dedicated people who have as their dream and their goal to help the world to come together better through human mobility.

I think it is fair to say that everyone in this room would agree with me that we are standing on the doorstep, in the 21st century, of another very great period of human mobility and migration. Such as the world has seen in the past, but which is now fairly recent. The 20th century was the period of crisis and conflict and blockage, a period that saw many wonderful developments but also very great tragedies. It was a period in which refugees and displaced persons occupied too much of our attention.

As we look into the new century, we can see that - with some luck, good policy, and good leadership - we will be entering another era of general peace and of spreading prosperity. The migration and development debate is going to be very important. Migration and development will be factors which make sure that no part of the world is left out of the general increase in peace and prosperity. This means that those countries in the world that have so far been left behind in the development- and economic process will have an opportunity through the movement of their people, through the participation in a globalized economy by the talent, the skills and hard work of their own people, to make up for the lack of resources, the late start, and the historical disadvantages that they suffer from. They can help themselves catching up with the rest of the world and participate in this era of growing peace and prosperity.

It is governments, like the Belgian, that take an enlightened view of the need to help developing countries to accomplish this task. It is through the policies of your government, and of your ministers, that we will see the way forward. And I'm reminded that my own organisation was founded here in Brussels, about 55 years ago. The signature of the document that set up IOM as the Provisional Inter- Government Committee for Migration in Europe - this is how we were called at that time, right after the end of the Second World

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War – was made here in Belgium. Belgium has been very important for- and close to IOM every since then, and this relationship continues today.

Some of the speakers have talked about a program in Africa, that we are very proud of, namely, the MIDA – Migration for Development in Africa. And you will see on our way to the reception afterwards, some photos of people that we have assisted through the MIDA program. MIDA was a Belgian idea that started 5-6 years ago. It was Belgium that took a chance on this; that had the idea, that through the circulation of trained and talented people from the third world who benefited from university education and life in Belgium, you could make a specific helpful intervention, small but very important, in countries that need development assistance.

It is another example and I sincerely think that this conference is going to do what Commissioner Frattini hoped it would: To significantly contribute to the global debate. The conference, has, indeed, been a kind of global debate. We focused on Europe and Africa, appropriately so. We had very good interventions from Asia, from Latin America and North America. This was a kind of “mini global debate” and I think a very successful one. People will look back at this meeting as one of the first and most important steps in a new era on migration and development. All of us can take some pride in having been here and participated in this important event. And I think you, Your Majesty, should feel a particular sense of pride that it was Belgium that made this possible.

Karel De Gucht

Minister of Foreign Affairs Government of the Kingdom of Belgium¹⁷

For a long time, the world of development and that of migration remained two separate worlds. However, this conference has clearly demonstrated the necessity of addressing these two problematics in a coherent and integrated way. Indeed, carefully considered, the objectives pursued by migrants are quite close to those pursued by development policy, although they are situated on different levels. For migrants it is above all a matter of seeking a better life, of fleeing misery, conflicts, war and persecution. While the objective of the development policy is to fight poverty, prevent conflicts, improve governance and promote democratisation.

One can wonder about the reasons for the lack of dialogue between these two domains up until now. These reasons are essentially political and institutional in nature, that is to say, there was an absence of a common language, a fear that development policy would be instrumentalised for purposes other than its own; but also missing was an institutional framework propitious for encouraging dialogue. I am thus particularly happy that this conference has offered such a framework for greater dialogue and coherence.

The roundtables helped to identify concrete possibilities for cooperation which will make it possible to reduce forced migration and will contribute to optimising the benefits of migration for development.

Without wishing to be exhaustive, I would like to highlight several of these concrete initiatives. For example, it was emphasised that the donor countries should pay greater attention to the underprivileged populations for whom migration often constitutes a desperate solution. It is also important to lend assistance to the training and mobilisation of local entrepreneurs, who create jobs. As we discover all too often, it is not so much the entrepreneurial spirit which is lacking in the countries of the South as it is a legal, economic and institutional framework which would make it possible for such entrepreneurs to take full advantage of their development potential.

One can wonder about the reasons for the lack of dialogue between these two domains up until now. These reasons are essentially political and institutional in nature, that is to say, there was an absence of a common language, a fear that development policy would be instrumentalised for purposes other than its own; but also missing was an institutional framework propitious for encouraging dialogue.

¹⁷ Translation – Original in French/Dutch.

Secondly, the migrant himself can be encouraged to transform himself more into an actor of development. As has been emphasised a number of times, the funds transferred by migrants represent impressive amounts and could, if well-oriented and structured, have a greater impact on the development of their country of origin than is presently the case.

With regard to circular migration, Belgium drew attention to an interesting pilot project in Central Africa via the MIDA programme. As you will recall, this programme makes it possible for individuals of the diaspora, very often highly qualified, to return temporarily to their country of origin in order to facilitate the transfer of knowledge and resources. Why not expand this experiment to other countries?

The Mali-Morocco-Belgium workshop also revealed the advantages of triangular operations: Mali has a critical shortage of people trained in building trades, food processing and tourism: all sectors where Morocco has a high level of expertise which could certainly be beneficial for Mali. Helping Morocco to help Mali would have obvious advantages for everyone.

Along with the initiatives which I just mentioned, we as an international community also urgently need to find common answers to the challenges which influence the nexus of migration and development. Here I see an important role for the Ministerial Conference at the level of the General Assembly in New York this coming September, and I am convinced that with this conference in Brussels we have been able to make an important contribution to this. This conference has demonstrated that the challenges are many, complex and highly diverse. To mention just a few:

1. The coherence between the different policy domains. The international trade system must be made more fair and more open. The example of cotton subsidies is telling in this connection. If the African producers can escape from the unfair competition which is pushing them to the edge of bankruptcy, this must have positive consequences for the producers in Mali, who are now leaving the region and attempting to get past the blocked borders in Ceuta and Melilla.
2. The scourge of people trafficking and smuggling. The exploitation by these immoral "dealers in illusions" is unacceptable. We must substantially increase our cooperation and ability to deal with this problem.
3. How to draw advantage from economic migration, whether temporary or permanent? At present, Europe is 800,000 researchers short of reaching the level of the US, to mention just one figure. But we also have positions for less skilled people, for which we no longer find candidates at home. Here there is an urgent need to work on raising the understanding of our own public in order to make such economically rational migration politically feasible as well.

(...) there is an urgent need to work on raising the understanding of our own public in order to make such economically rational migration politically feasible as well.

4. The need for a better world order with respect to migration and the need for a permanent universal forum for dialogue about managing international migration.

These past two days have unmistakably shown the important role which migration can play as a positive force in the globalisation process. Now what is necessary is to give the initiatives which have been launched greater strategic depth, to expand and consolidate them, and to underpin them in the run-up to September's Assembly with a broad political consensus on a global level.

I believe that this conference has also demonstrated that one can achieve a great deal if one addresses the question of migration from the perspective of partnership. Firstly between the country of origin, the country of transit and the country of destination. Secondly between

This conference has (...) demonstrated that one can achieve a great deal if one addresses the question of migration from the perspective of partnership.

the governments, the diasporas, the civil society and the private sector. The fact that all countries are currently confronted in one way or another with the phenomenon of migration was amply demonstrated during the roundtables. Thus Morocco, which has seen and is still seeing a significant degree of emigration, towards Belgium and other countries, is now becoming not

only a transit country, but also one of destination. Within the framework of preparing the Ministerial Conference in New York, it is therefore necessary to avoid reducing the problematic of migrations to one which opposes the countries of the North to the countries of the South.

It remains for me now only to thank all of you, and particularly our co-organisers from the World Bank, the European Commission and the IOM for having contributed to the success of this conference. I hope that you will all depart this evening with a few new ideas in your baggage, and that tomorrow we will all get down to work and begin to take action. In this hope, and in anticipation of our seeing one another again in New York, I thank you for your kind attention.



Annex

ANNEX 1

Benelux paper on migration and development

This Benelux paper aims at making a contribution to the preparation of a EU position in the framework of the UN High Level Dialogue on Migration and Development in September 2006, by highlighting a number of key ideas that can help fuel the discussion.

I. Introduction

Migration is a source of cultural and social enrichment and has an impact on employment and economic growth in the world. Nevertheless, it is acknowledged that migration flows are increasing and that it is necessary to tackle the problems and challenges they pose for countries of origin, transit and destination. These flows take place, to a great extent, within the countries themselves (such as in the form of urbanization), between countries of the south, as well as from the south to the north. They are sometimes intensified by acute crisis situations. Lack of social and economic perspectives, endemic poverty, demographic tendencies, ecological phenomena such as desertification, poor governance, lack of democracy, violations of human rights, and conflicts are part of the root causes of migration. Development cooperation, having as main objective the eradication of poverty, can have a positive impact on these root causes of migration, and constitutes therefore in the long run a more promising and sustainable answer in the light of present day demographic movements.

In return, migration is today not only perceived as the result of a lack of a certain level of development, but is also seen as a potential means to fight poverty in countries of origin. It cannot be denied that international migration flows contribute to the economic development of industrialized countries, but there is also awareness that they can have positive consequences for the developing countries from where they originate.

The main purpose of the international reflection on migration and development is to analyse how all parties concerned, countries of origin, transit and destination, as well as the migrants themselves, can tackle the challenges of migration and make use of the possibilities it offers. This reflection needs to encompass south-north migration, but the important dimension of south-south migration is also part of it. It is of vital importance to keep in mind the respect for and the protection of human rights of migrants, to guarantee the right on asylum of refugees and to give special attention to vulnerable groups such as women and children.

The two main departing points of this reflection are:

- The importance of the effects of migration and of migrants on both country of origin as country of destination;

- The fact that development cooperation policy and the contribution to achieving the Millennium Development Goals (MDGs) can diminish certain structural causes that incite to migration, in particular forced migration.

The policy framework in which this reflection is conducted and that aims at improving the management of migration needs to be shaped on the basis of an integrated approach. This implies the following factors:

- Data collection on migration flows and analysis of the impact of development on migration and vice versa is necessary to feed the further reflection and allow policy makers to continue their work better informed;
- At the national level: a reinforced and coherent cooperation, taking into account the specificity of each department, between the directly competent authorities of Interior and/or Justice, Foreign Affairs and Development Cooperation, with an extension to the competent instances in the field of integration, employment, economic affairs, agriculture, ...;
- At the international level: reinforced cooperation and consultation between countries of origin, transit and destination, on the basis of dialogue and partnership and in cooperation with the relevant international organisations;
- Within a coherent policy for migration and development, internal and external policies cannot be approached separately. This is true with regard to specific short-term measures as well as with regard to a long-term policy tackling the fundamental causes of forced migration. A coherent policy also implies that choices can be made where there are opposite interests;
- The voluntary and deliberate participation of migrants and the diaspora. A special role is also reserved for the private sector, intergovernmental organisations and civil society.

II. Development and migration

a. Impact of development policy on migration

Development cooperation has its own ends and has its own means at its disposal. They are first of all aimed at eradicating poverty through a sustainable development policy, including good governance, human rights as well as political, social and environmental goals, in particular the achievement of the MDGs.

Nevertheless, actions taken to support the achievement of the MDGs can contribute to mitigate certain fundamental causes of migration flows. At the same time, an effective management of migration can influence positively the realisation of the MDGs.

In order to better use the potential of the development of migration, strategic programmes and PRSPs need to take migration flows into account.

A better understanding of migration phenomena in this strategic framework offers the possibility to take more effective development measures, taking into account the different dimensions of migration flows: food security, healthcare, water management, the environment and the fight against desertification, the creation of productive activities,

professional formation, education, and the reinforcement of management capacities with regard to migration in the partner countries.

b. Impact of migration policy on development

Foremost, partner countries are responsible for their own development. Nevertheless, this concerns a shared responsibility in which the EU has engaged itself to support the efforts of these countries. On the one hand by increasing direct development assistance, but on the other hand also by duly taking into account the purposes of development cooperation in all policy fields to be carried out that can affect developing countries, such as in the areas of trade policy and agriculture. It is of the utmost importance that the immigration policy of countries of destination do not undermine the development efforts of the countries of origin, such as in the field of education and formation, for example in the health sector.

c. South-south migration cannot be neglected in this context. As is the case in south-north migration, south-south migration can, when it takes place under the correct conditions, contribute positively to development. Due attention has indeed to be given to possible destabilising effects on vulnerable countries, as well as to migration patterns the result of which does not offer a humane solution to the migrants themselves. By ensuring capacity building in migration management to these countries in the south, problems caused by forced migration can be eased. As is the case with south-north migration, special attention has to be given to the fight against human trafficking and smuggling. Cooperation with these countries in the fields of legislation, security, and justice, is therefore a priority.

d. Refugee dimension

The refugee problem can also exert a great pressure on developing countries. In this context, development cooperation can contribute to open sustainable solutions to refugees, so that the burden of a long lasting refugee situation on the local population can be lifted. The European regional protection programmes aim, among others, at local integration leading to the ability of refugees to cope with their economic and social future. They also facilitate voluntary return of refugees, as well as, alternatively, their resettlement in a third country. On the other hand, the capacity of refugees living in Europe to contribute to the development of their country of origin cannot be underestimated.

III. Effects of migration and migrants on development

Migration can be positive for countries of origin and destination, taking into account common interests and aiming at optimising the results for everyone. Without diminishing his right of self-determination, the migrant can play a role as actor for the development of his country of origin.

The following areas should be considered as priorities:

- Investing in human potential:
 - Stress on education and professional formation as key to development and transfer of knowledge and experience;
 - Investigation of possibilities of mechanisms facilitating temporary and circular migration of professionals, more in particular in the health sector. This involves mechanisms allowing such professionals to return after a period of formation and professional activity in the country of destination to the country of origin and contribute there to the development of the health sector;
 - Implementation of the EU code of conduct on ethical recruitment of professionals to avoid braindrain and encourage braingain and brain circulation;
 - Conduct awareness and information campaigns in regions of origin, pointing out the dangers of illegal immigration and the possibilities of legal migration.
- Financial transfers (remittances): remittances of private monies constitute for a great number of receiving families a vital source for the improvement of their living conditions. A specific policy can therefore encourage a more solid economic climate and appropriate financial institutions, enabling remittances to become as cheap, fast and secure as possible. In this context, development cooperation can, for instance, take care of added financial facilitation (such as micro credits), or complement the remittances if these contribute to realising development projects (topping up);
- Diaspora: a policy of ‘co-développement’ can support the efforts of partner countries. This is possible by facilitating investments of the diaspora in countries of origin, as well as by mobilising professionals within the diaspora to put their knowledge and experience at the disposal of their countries of origin. At the same time, temporary sending out of qualified migrants can contribute to the (re)construction of their countries of origin;
- Enhancing the integration of the migrant in the country of destination, as basis of capacity building that in the end benefits the development of the country of origin;
- Fighting illegal immigration, in particular the fight against human smuggling and trafficking;
- A voluntary return policy, based on a real reintegration and the creation of the necessary instruments to that end.

IV. International dialogue on migration

This international dialogue on migration needs to be continued after the High Level Dialogue, and has to be reinforced at its different levels: at the national level, with partner countries, as well as at international level, between states. Such dialogue between countries on migration and development calls for adequate mechanisms and the adaptation of the international architecture to take them into account. The foundation of a new migration institute is in this context not the solution.

With regard to the dialogue and cooperation with partner countries, it matters to specify their contents and extent carefully. These need to transcend migration aspects and also include development actions (reinforcement of capacity).

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At the international level, cooperation and consultation are necessary between countries of origin, transit and destination. This has to be done on the basis of dialogue and partnership, as well as a closer involvement of the relevant intergovernmental organisations.

In this respect, the Benelux welcomes the widening of the Geneva Migration Group to the Global Migration Group, but simultaneously would like to stress the role of regional and international mechanisms to achieve real progress in this important matter.

Brussels, 8 Mai 2006

ANNEX 2

Migration for Development in Africa – the MIDA Great Lakes Programme*

The MIDA Programme for the Great Lakes Region of Central Africa is implemented by the International Organization for Migration (IOM) with the financial support of the Kingdom of Belgium.

This Migration for Development programme aims at strengthening the capacities of institutions in Rwanda, Burundi and the Democratic Republic of Congo to achieve their national and regional development goals. The programme is tailored to enhance the mobility of the qualified and skilled human resources from the Great Lakes diaspora residing in European countries, thus enabling them to share their expertise and provide an innovative response to the brain drain affecting the continent. Since 2003, more than 100 institutions in Burundi, Congo and Rwanda have been reinforced through the organization of more than 240 missions of Great Lakes professionals residing in Europe. The sectors of education, health and rural development have been identified as strategic by the countries to achieve their national development goals.

The programme also foresees virtual transfer activities, such as distance teaching university courses, which create a favorable environment for further enhancing the capacity and quality of high education in Africa. By creating long term professional exchanges between North and South, as well as South-South high education institutes, IOM aims at reinforcing the role of African universities as Development Centers that are able to synergize capacities, cooperation and exchanges, which are needed for long term development in the region.

Furthermore, IOM promotes the diaspora's financial transfers and investments back home. The MIDA Programme encourages investment through dissemination of incentives and creation of secure environments for diaspora remittances through investments in micro, meso and macro economic activities, including micro-finance.

The action is exclusively managed by National Coordinators, who come from Ministries of Labour and Employment in each target country and who ensure the full cooperation of all private, public and civil society partners. IOM ensures and facilitates the upgrading of their management capacities, in line with its MIDA policy for African countries' ownership of development programmes. IOM is implementing similar programmes in various African, Asian and South American countries.

In the following pages, you will find the statements of four MIDA candidates who actively participated in the programme. An exhibition on ten MIDA candidates was displayed at the Conference on Migration and Development, held on 15 - 16 March 2006 at the Palais d'Egmont in Brussels, Belgium. The pictures and texts were prepared by the two photographers, Marc Pellizzer and Emilie Marette, on behalf of IOM.

* For any further information on the MIDA Programme for the Great Lakes Region of Central Africa, please consult: www.midagrandslacs.org



1. Jean Iragena, mission accomplished in Rwanda

“Africa has enormous development needs. We have benefited from development cooperation in order to come here to study, it is now our turn to follow up on this initiative. Africans have come to realise that it is not always Belgians who provide for and contribute towards development: we are also taking part. Moreover, it is our country, our culture, our language...”. Jean Iragena graduated from secondary school and university in Belgium, specialising in biomedical sciences and chemistry. Jean Iragena went on a one month mission to Rwanda, to teach chemistry at a university. This is a new study field for Rwanda; there are no professors trained in this area. For Iragena, satisfaction was gained from being able to pass on his knowledge and from being able to respond to the desire to learn of young people affected by the war. His students continue to correspond with him, ask him questions and some have sought his assistance in supervising their final dissertation. Influenced by this experience, Jean Iragena wishes to set up a distance learning scheme, under the auspices of the MIDA programme, in order to assist and guide students at the theoretical level. Practical exercises would be accomplished within the framework of short-term missions or with the help of a local assistant.



2. Emmanuel Bamenyekanye, pharmacist, mission accomplished in Burundi

Emmanuel Bamenyekanye is returning from a 15-day mission in central Burundi, at the paramedical school of Gitega, where he gave pharmacology lessons to 135 final year nursing students. They were all delighted to have been able to benefit from his knowledge. During their training, the nursing students learn a list of 39 medicines used for treating various diseases. Over the past decade, with the outbreak of the war, says Emmanuel, we no longer train pharmacists, to the extent that everybody now sells medicines on the street or at the market. Once their health conditions improve, patients usually interrupt their treatment in order to save or sell the remaining tablets they possess; it is a real public health problem. It was Emmanuel's first mission of this kind and so as not to have to close his pharmacy for 15 days, Emmanuel had to find a replacement to cover him during his absence. The desire to return to his native country and to help his compatriots who had remained there were his main motivations for going on the mission. Moved by the speech his students had prepared for him, he hopes to keep contact with them.



3. Mudimu Dada, teacher, mission accomplished in the Democratic Republic of Congo

Between Lubumbashi and Kinshasa, Mudimu Dada has undertaken 5 missions, of which many were within the framework of the MIDA Great Lakes Programme. As a civil engineer specialised in machine design and technology, he taught the same subjects that he teaches in Liège. The course 'technology of mechanical construction' is taught to 3rd, 4th and 5th year students and is divided into three modules: foundry and ironworks; assembly techniques, machine-tools. His teaching philosophy is to assign specific projects to students so that they design machines adapted to local needs, such as hydraulic machines that produce electricity from rivers. Mudimu Dada only goes on mission during his school holidays and is aware of creating a gap when he leaves as there are no professors trained or skilled in this specialised field.



4. Parfait Salebongo, Doctor, mission accomplished in the Democratic Republic of Congo

After studying medicine in Kinshasa, Parfait Salebongo practiced in his home country for two years, before coming to Belgium to do his specialisation in internal medicine. He had intended to go back home once his studies were completed, however, events decided otherwise. In a few days, he will return to his home country, without illusion he says. The situation is desperate and catastrophic. A friend has informed him that there is no electricity in town, and that the regional hospital of Kananga, located in the eastern part of Kinshasa, would probably be equipped with a generator. It is only on the ground that Parfait Salebongo will find out what means will actually be at his disposal. This is why, rather than going for two months to respond to the three key objectives of the mission, which are to evaluate the infectious risks, evaluate personnel training and evaluate the organisation of the internal medicine service of the Kananga hospital, he prefers to go there for two weeks in order to familiarise himself with the situation on the ground and the available resources, needs and local authority regulations. Because of professional obligations in Belgium, it is difficult for him to be absent for a longer period. Parfait Salebongo will therefore use his next annual leave to return to Kananga for three weeks. He believes that it will take many years to achieve the objectives of this project, and starting from now he envisages proposing a rotation system of several participating experts.

Annex 3

List of participants

Migration and development conference 15/16 March 2006

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Conference Report

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