

**NINTH COORDINATION MEETING ON
INTERNATIONAL MIGRATION**

Population Division

Department of Economic and Social Affairs

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**CONTRIBUTIONS OF THE UNITED NATIONS DEVELOPMENT PROGRAMME TO
THE DEVELOPMENT OF INDICATORS, CAPACITIES, AND INTER-AGENCY
COLLABORATION ON MIGRATION AND DEVELOPMENT¹**

United Nations Development Programme (UNDP)

¹ The views expressed in the paper do not imply the expression of any opinion on the part of the United Nations Secretariat.

A) DEVELOPMENT OF INDICATORS MEASURING THE IMPACT OF INTERNATIONAL MIGRATION IN COUNTRIES OF ORIGIN OR DESTINATION

Measuring the development impacts of migration in countries of origin and destination is critical for evidence-based policy making and targeted programming. UNDP has contributed to the discussion on indicators that would help measure the development impacts of migration through its **2009 Human Development Report (HDR)** entitled *Overcoming barriers: Human mobility and development*.

Introducing a human development lens to the analysis of migration, the 2009 HDR suggests that the impacts should be conceived comprehensively, in terms of economic, social, and cultural outcomes, and taking into account public perceptions and concerns about migration and migrants, which often touch on questions of public safety and security. The use of surveys and qualitative information, in addition to quantitative data, is necessary to draw a comprehensive picture of migration impacts and to help fill existing data gaps. For example, in Turkey the Government, with UN country team support, commissioned a perception survey designed to assess the situation of internally displaced persons as regards access to services and barriers to urban integration, return and resettlement.

Moreover, the human development approach calls for a nuanced analysis of the impacts of *different types of migration flows* (including internal migration) during the *various phases of the migration cycle* (before departure, in transit, and upon arrival). And, it seeks to observe the impacts and determinants of migration both *at the aggregate, national level* (e.g. in terms of labour market and fiscal impacts), and *at individual, household and community levels*, looking at *different dimensions of human wellbeing* including enjoyment of human and labour rights, access to health, education and other services, gender equality, and opportunities for political participation. To assess impacts in such a differentiated manner requires disaggregated data (e.g. by age, sex, ethnicity, region, etc.) The 2004 National Human Development Report of El Salvador, for example, mapped remittances at the sub-national level, accounting for remittance income per household per municipality.

Lastly, the global HDR finds that the impacts of migration cannot easily be decoupled from the *selectivity of migration flows* (not all people having equal access to migration opportunities) and the situation in which migrants find themselves during and after movement. Who moves, under what conditions, and the human development outcomes of those movements for the individual migrant are all critical factors in shaping the impacts of migration for communities and societies in countries of origin and destination. At the same time, the HDR underlines that individual and collective migration decisions are shaped by *existing opportunities and barriers to mobility*, which are often the product of *policies and regulatory measures that determine access to and the cost of migration*. In particular, the HDR draws attention to the fact that mobility is likely to entail trade-offs, with development gains reaped in one dimension (i.e. higher income, education) possibly going hand in hand with constraints in others (i.e. health, public participation).

In order to reflect the impacts of migration at different levels (individual, household, local and national) and on different dimensions of human well-being, the development of measurement indicators should take the following, non-exhaustive, list of considerations into account:

- The size, nature and direction of migration flows:
 - Volume of emigration; destinations of emigrants; sex, age and skill-level of emigrants; geographical and sectoral origins of emigrants; volume of immigration; origins of immigrants; return migration; sex, age and skill-level of immigrants; refugees, IDPs, internal migrants – numbers, origins and destinations.
- The size, nature and direction of migration-related flows (remittances, trade, investment):

- Volume of remittances/trade/investment in- and outflows; distribution of remittances/trade/investment; origins of remittances/trade/investment and reliance on particular countries.
- The country context at origin and destination in terms of:
 - Demographics; human capital; poverty; inequality; governance; conflict; environmental push factors; employment; public services; investment environment; financial inclusion; historical patterns of migration.
- The regulatory/policy environment at origin and destination in terms of:
 - Immigration policies, access to visas/labour market/family reunification; Policies to lower the cost of remittances; Legislation on dual citizenship, voting from abroad, diaspora outreach; National/bilateral/regional labour migration agreements; Ethical recruitment standards; Protection of migrants' rights; Policies on migrant integration (access to services); Policies on return and reintegration (portability of pensions and benefits); Development assistance for migration policy-making.
- The impacts of migration in terms of:
 - Economic outcomes: Balance of payments; foreign exchange earnings; employment; wages; productivity; entrepreneurship (business creation); innovation (no. of patents, technology transfer); inequality; poverty; FDI; trade.
 - Social outcomes: Service delivery in key sectors (such as health/education); education levels (rates of enrollment, student attainment); health outcomes (malnutrition, vaccination rates).
 - Cultural effects: Fertility (use of birth control, family size); Religious and linguistic diversity; gender equality (female labour market participation, male participation in household); cultural innovation (no. and diversity of media outlets).

In follow-up to the 2009 HDR, UNDP has prepared a guidance note on Migration and Mobility for human development report teams, providing orientation on data, concepts and potential areas of analysis to be considered when examining migration and mobility from a human development perspective. UNDP is also active with regard to a second strand of work on assessment indicators, focused on measuring the impacts of migration and development policies and programmes. This work is currently being advanced by the GFMD Ad Hoc Working Group on Policy Coherence, Data and Research.

In its capacity as manager of the **EC-UN Joint Migration and Development Initiative (JMEDI)**, UNDP is leading the effort to undertake a systematic stock-take of lessons learned from the implementation of over 50 civil society projects that the Initiative supports. This review will culminate in the production of a Handbook for migration and development practitioners, offering practical guidance and recommendations for those implementing and developing projects and programmes in this field. The main focus of the stock-taking exercise will be on identifying good practices developed by civil society organizations in the field of migration and development. More precisely, the stock-take will focus on three main areas of enquiry: the capacities (and capacity-building needs) of the stakeholders involved in migration and development projects; the factors that contribute to the functioning and success of their transnational partnerships; and the results achieved by the migration and development projects in terms of their inclusiveness and of the opportunities created for their beneficiaries.

B) RECENT CAPACITY-BUILDING INITIATIVES ON INTERNATIONAL MIGRATION AND DEVELOPMENT, INCLUDING TRAINING PROGRAMMES

UNDP is supporting capacity development on migration and development for governments and civil society stakeholders at the global, regional and national levels.

1. *Country and regional level initiatives on migration and development*

More than 30 UNDP country offices and regional centres around the world, working in partnership with government, other international agencies, and civil society are actively engaged in capacity development initiatives related to migration and development. These include initiatives in the areas of:

1) *Rights, protection and law reform*: Initiatives in this field include projects that raise awareness of abusive and exploitative labour practices and the dangers of irregular migration channels; prepare potential migrants for foreign employment prior to departure; advocate for the protection of the rights of migrant women; and support efforts to increase the quality of services provided to migrants (e.g. in Armenia, the Philippines and Uzbekistan);

2) *Remittances and diaspora contributions*: In this area, projects are predominantly aimed at channeling migrant financial resources to support economic and social development in the country of origin by mobilizing diaspora investment, lowering the cost of remittance transfers, and improving access to financial services and enhancing accessibility and capacity in rural areas. Some projects support the mapping of diaspora communities and capacity-building for national institutions tasked with diaspora outreach (e.g. in Albania, Bolivia, Dominican Republic, Lesotho, Morocco, Nigeria, Philippines, Senegal, Somalia, Sri Lanka, Syria and Tajikistan);

3) *Migration management, return and reintegration*: Several programmes support capacity-building for national institutions involved in migration management, facilitate dialogues between countries of origin and destination of migration, and organize temporary returns of expatriate professionals to address skills shortages and build capacities in critical sectors (e.g. in Afghanistan, Armenia, Bangladesh, El Salvador, Ethiopia, Ghana, Indonesia, Iraq, Kosovo, Lebanon, Lesotho, Mali, Malaysia, Pakistan, Rwanda, Somalia, Sudan, Syria, the Philippines and Palestine Territory, UAE);

4) *Migrants access to services*: This includes programmes that support access to services in the areas of civil registration, health care, training, employment, and social services for internal migrants, internally displaced persons and marginalized populations and the development of the capacities of local and national governments, and civil society stakeholders to address the rights and needs of those groups and recognize them in national strategies and action plans. In the Asia-Pacific region (South East Asia and Southern China), the focus is on the interlinkages between HIV and mobility and the promotion of universal access to HIV prevention, treatment, care and support for mobile and migrant populations (e.g. in China, India, Mongolia, Myanmar, Nepal, Thailand, Serbia, Montenegro, Kosovo and Turkey);

5) *Forced migration*: Projects in this area are aimed at preventing trafficking in persons through awareness raising, improving institutional capacities and intra-governmental coordination for the prosecution of traffickers (e.g. in Armenia, Belarus, Ghana, Moldova, Serbia, Thailand/Mekong region and Uzbekistan).

2. *Global-level initiatives on migration and development*

At the global level, UNDP's focus in follow-up to the 2009 HDR is on strengthening the capacities of national governments – and of the UN country teams that support them – to comprehensively address the interlinkages between migration and development. To date, few governments have undertaken a

systematic assessment of the interplay between migration and development as it relates to their national context, so as to enable them to adopt policies that would promote the positive and mitigate the negative impacts of migration on human development. Most governments also lack institutional structures that would allow for treating migration and development – which generally touch on a range of different ministerial portfolios – in an integrated manner.

With a view to addressing these shortcomings, UNDP is embarking on a two-year project to support the mainstreaming of migration in national development strategies. The project is financially supported by the Government of Switzerland and will be implemented in close collaboration with IOM and the Global Migration Group, which has established a dedicated working group on the topic of mainstreaming. The project is designed to support four pilot countries in their efforts to formulate migration-related goals, policies, programmes and indicators and to integrate those in their national development strategies. This will involve working closely with UN country teams to enable them to effectively support governments in establishing the necessary evidence base, building institutional capacity, and involving a broad-based coalition of national stakeholders. In close cooperation with GMG partners, one core output of the project will be to equip UNCTs with the guidance, tools and advice they need to effectively support government priorities on migration and development at country-level. The project will explore opportunities to link up with pilot initiatives on mainstreaming migration in national development planning that have been initiated by the EC-UN JMDI in 2010 in Ghana and Morocco.

The JMDI, as the only operational inter-agency programme on migration and development with ongoing projects in 16 target countries², can build on its existing in-country presence and inter-agency support structure for engaging and supporting governments and UNCTs in their efforts to integrate migration in national development agendas.

The JMDI's primary focus, however, is on building the capacities and supporting the vital role of civil society organizations and local authorities in the field of migration and development. A strategic partnership between the European Commission and the United Nations, implemented by UNDP in partnership with ILO, IOM, UNFPA and UNHCR, the JMDI is providing approximately 10 million Euros in funding to over 50 projects linking small-scale migration and development actors in European Union member states with counterparts in the sixteen target countries of the Initiative. Projects started in 2009 with a duration of 12 to 18 months and an average budget of 180,000 Euros.

Throughout the application process and the project implementation phase, grantees have access to advice and support from JMDI staff in Brussels and on the ground. In addition, the JMDI launched an online training tool on migration and development project management at the 2010 Global Forum on Migration and Development in Mexico. The tool is accessible to the wider community of migration and development practitioners through the JMDI web platform (migration4development.org). The platform and the JMDI online community of practice, M4D net, provide critical support for the exchange of knowledge and lessons learned among more than 1,600 migration and development practitioners worldwide, ranging from grassroots organizations and larger NGOs to academics, local officials and international organization experts. M4D net regularly involves members in e-discussions, allowing them to contribute their expertise and know-how to ongoing policy debates, and enabling them to share their experiences and ideas and to ask other members for support.

At headquarters as well as country level the JMDI contributes to strengthening inter-agency cooperation around the topic of migration and development. In all 16 target countries UNCTs are involved under the authority of the UN Resident Coordinators. In some cases this has led to or reinforced the establishment

² The 16 target countries are: Ecuador, Jamaica; Algeria, Egypt, Morocco, Tunisia; Georgia, Moldova; the Philippines, Sri Lanka; Cape Verde, Ethiopia, Ghana, Mali, Nigeria, Senegal.

of standing coordination mechanisms on migration and facilitated fruitful and constructive dialogues with national and local governments.

C) OTHER MAJOR INITIATIVES ON INTERNATIONAL MIGRATION AND DEVELOPMENT

During the first half of 2010 UNDP assumed the Chairmanship of the Global Migration Group. Its Chairmanship was focused on three priority areas: the organization of a GMG Practitioners Symposium; the finalization and endorsement of the Handbook on Mainstreaming Migration in Development Planning; and the creation of a GMG Working Group on Mainstreaming.

The **GMG Practitioners Symposium** on the topic of *Overcoming barriers: Building partnerships for migration and human development* was held from 27 to 28 May 2010 at the Palais des Nations in Geneva. Built around the main recommendations of the 2009 HDR, it was organized with a view to offering a platform for multi-stakeholder dialogue and producing a set of concrete inputs prior to the GFMD IV in Mexico in November 2010 entitled "Partnerships for migration and human development: shared prosperity – shared responsibility".

The Symposium brought together about 130 representatives of governments, local authorities, development partners, international and regional organizations, civil society, trade unions, the private sector, diaspora organizations, and academia to discuss joint challenges, practical solutions and ways in which partnerships at different levels can serve to maximize the human development benefits of migration in three key areas: 1) improving the evidence-base for policymaking; 2) protecting the rights of all migrants, including stranded and vulnerable migrants; and 3) making migration an integral part of national and regional strategies for trade, employment, human development and long-term prosperity.

The outcomes of the Symposium – a series of background papers prepared by GMG member agencies and a summary of the discussions with concrete suggestions for GMG follow-up – were shared with the Chair of the 2010 GFMD and are available on the GMG website (globalmigrationgroup.org). The Governments of Switzerland and the Netherlands provided vital financial support for the Symposium.

The overarching theme of UNDP's GMG Chairmanship –stemming from the topic of the 2009 GFMD in Athens and one of the key recommendations of the 2009 HDR – was that of mainstreaming migration in national development strategies. As such, it facilitated the GMG's involvement in and endorsement of the ***Handbook on Mainstreaming Migration in Development Planning***, which was launched at the 2010 GFMD in Puerto Vallarta, Mexico.

Bringing together the collective expertise of the GMG member agencies, the Handbook provides governments and their partners, including in civil society and international organizations, with practical guidance. It lays out clearly the different steps and phases that are usually part of the development planning process, from a situation and stakeholder assessment to the evaluation of interventions, and demonstrates how migration can be taken into account at each stage. It also offers an overview of the complex interlinkages between migration and key development sectors, such as health, education, labour and the environment, for example. And it presents numerous examples of programmes and projects that are currently being undertaken with the aim of creating synergies between migration and development policy goals.

Providing practical follow-up to the Handbook and translating it into action is among the priorities of UNDP and other GMG agencies going forward. It also figures prominently in the draft work plan of the Swiss Chair of the 2011 GFMD under the thematic Cluster III entitled "Planning tools for evidence-based migration and development policies" to be taken forward in 2011 by the GFMD Ad Hoc Working Group on Policy Coherence, Data and Research.

UNDP, in collaboration with its GMG partners stands ready to support government-led initiatives for providing action-oriented follow-up to the Handbook. Under UNDP's Chairmanship, the GMG has set up a dedicated working group on mainstreaming, co-convened by UNDP and IOM. Open to all GMG members, the working group is meant to facilitate enhanced inter-agency coordination at the country level with a special focus on supporting government efforts on mainstreaming migration in national development strategies. As such, the working group will serve as a platform to coordinate joint GMG follow-up to the publication of the Handbook. The working group will also have a key role to play in backstopping the project on Mainstreaming migration in national development strategies, to be implemented in four pilot countries in collaboration with the Government of Switzerland. The group will meet for the first time on 16 February 2011.