

**MOVING OUT OF POVERTY – MAKING MIGRATION WORK
BETTER FOR POOR PEOPLE**

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Executive summary

1. Assessing and responding to the impact of **voluntary economic migration** on development is a relatively new area of work for DFID.¹ This paper sets out DFID's policy position, which is shaped by our core mission – reducing poverty - and the current UK policy framework on immigration.² The aim of our work on migration is to increase the benefits and reduce the risks of migration for poor people and developing countries. The paper focuses on poor people who take a decision to leave their home and move through regular channels³ within their country of origin, or across international borders, in an attempt to improve their economic situation. It identifies the main policy approaches that can help bring about poverty reduction and development benefits of migration and reduce the risks. Although primarily aimed at development professionals, the paper recognises the important role of migration partners at national, regional and international level. It ends by setting out DFID's forward agenda for future work on migration and development.

2. **People have been on the move since human life began. Migration is neither a new phenomenon nor a failure of development.** When people move, they do so over varying distances, for different periods of time and for different reasons. Migration is undertaken by energetic and resourceful individuals who move as part of their effort to improve their lives and the lives of their families, or to flee disaster or famine. It is an economic, social and political process that affects those who move and those who stay behind.

3. **Although people have always moved, current flows are more than ever influenced by globalisation.** Globalisation has enabled the increased mobility of people, as well as the mobility of capital, goods and services. At the international level, skilled and unskilled people from developing countries are meeting labour gaps in more developed economies. At a national level, whether rural or urban, areas where growth and development are occurring offer important economic opportunities for men and women looking to improve their way of life.

4. **For poor people opportunities to migrate into low skilled jobs can offer a rapid route out of poverty.** Economic analysis suggests that increasing temporary migration, particularly unskilled, to industrialised countries could lead to gains of US\$150 billion a year equally shared between people in developing and developed countries.⁴ **If well managed, migration has the potential to support the achievement of the Millennium Development Goals and to improve poor people's lives.** It is important therefore that development policies and planning for poverty reduction take account of the complexity of migration, and the different ways in which poor men, women and children may benefit from or lose out as a result of migration.

¹ The distinction between voluntary economic migration and other forms of migration – stimulated for example by conflict, human rights abuses and environmental stress – is a difficult one. The term is used therefore in order to provide a framework for discussion.

² *Controlling our Borders: Making migration work for Britain* (2005) Home Office.

³ This refers to 'migration that occurs through recognized, legal channels'. *International Migration Law: Glossary on Migration*. IOM 2004.

⁴ Source: *Equity and Development*. World Development Report (2006)

5. **Migration can benefit poor people, poor communities and developing countries.** For individuals and their families, migration can help them to increase their income, learn new skills, improve their social status, build up assets and improve their quality of life.

6. For communities and developing countries, emigration can relieve labour market and political pressures; result in money being sent home (commonly known as remittances); increase trade and financial investment from abroad; and lead to the support from migrant communities (diaspora), such as technology transfer, tourism and charitable activities.

7. **But migration also carries risks** – both to migrants and to those countries sending and receiving them. Many migrants, particularly those who migrate through irregular channels,⁵ find themselves in vulnerable positions before, during and after their journey. There are certain fundamental human rights that all migrants possess. In practice, however, many migrants are unable to exercise the rights to which they may be entitled under international and national law.

8. **Well-managed migration regimes can help to make the most of the potential benefits and reduce the risks of people moving.** Where developing countries lack the capacity to manage internal and external movements, lose their 'best' people and fail to make the most of diaspora activities - including remittances - the benefits of migration are not realised. In countries that receive large inflows of migrants, social and political tensions can arise.

9. Given the range of benefits and risks that can result from migration, it is important that migration policies take account of their impact on poverty reduction and vice versa. **To maximise the benefits and reduce the risks of migration for poor people and developing countries, a number of important issues need to be addressed:**

- planning for internal mobility;
- opportunities for legal migration including low skilled migration where these meet the labour market needs of receiving countries;
- circulation of highly skilled migrants;
- migrants' access to their human rights and their entitlements under national law;
- low cost and secure mechanisms for sending and investing remittances in poor communities;
- support for positive diaspora activity; and
- effective migration management at regional and international level.

⁵ This refers to 'Someone who, owing to illegal entry or expiry of his or her visa, lacks legal status in a transit or host country'. *International Migration Law: Glossary on Migration*. IOM 2004.

1. Introduction

*Migrants are people who, in an effort to improve their lives, move, for a temporary or permanent period, from their place of birth, and who do not necessarily enjoy the same rights and entitlements available to non-migrant individuals of that place.*⁶

10. In its analysis of the poverty reduction and development impacts of migration **this paper focuses on poor men and women who migrate through regular channels within or from their countries of origin**. The paper looks at the relationship between migration and poverty reduction and development including the possible impact on the Millennium Development Goals (MDGs). It outlines the way in which migrants make a contribution to development and poverty reduction through their financial remittances (money sent to their home communities), social and political influence and 'diaspora activities' – such as technology transfer, tourism and charitable activities. The paper then goes on to look at the kind of issues that should be reflected in the development and implementation of poverty reduction and managed migration policies to ensure that poor people and developing countries benefit. Finally it acknowledges the role of a range of development and migration partners and sets out DFID's forward agenda for work in this area.

11. **People migrate over varying distances, for different periods of time.** Poor people, in particular, usually move within their own country; sometimes they move to neighbouring countries and of course some men and women move thousands of miles to distant lands. The time period over which people move can total days, weeks and months; be adapted to meet seasonal or family needs or be long term or permanent.

12. **The reasons for migration and the benefits and risks involved vary greatly.** Although migration is often viewed as "voluntary" or "forced", people do not always have a choice about migrating. In many situations, where the agricultural possibilities are declining or there is conflict or persecution, leaving is clearly not a 'choice' but is due to the destruction of the economic, political and social infrastructure required for survival. However, even in the most difficult circumstances some people will make the decision to move and others will decide to stay.

13. **The lack of access to rights that men and women may experience when they migrate can determine whether migration is positive or negative.** Migrants often have difficulty in accessing their rights and entitlements, compared with people who are not migrants. The impact of this is negative and may be particularly severe for female migrants. As a result of being both female and foreign, migrant women can face discrimination and limited access to formal employment, social security and health programmes.⁷

⁶ Definition developed by DFID to encompass the range of movement undertaken by poor people.

⁷ *Migration and the Millennium Development Goals (MDGs)*, International Organisation for Migration 2005.

Scale and types of migration

14. **The reliability and availability of migration data varies.** This means that in some areas we know very little about the size and flows of migration. Information can be limited when people move within their country or a developing country region or if they move through irregular channels – ie those channels that are neither recognised nor legal. We do know, however, that the level of resources – finances, skills and networks – that men and women have available determines the distances they travel. Consequently, **movement within national borders is by far the most significant form of migration for poor people**, both in terms of the volume and potential impact on poverty reduction. For example, close to 120 million people were estimated to migrate internally in China in 2001 against 458,000 people migrating internationally for work. In India, too, internal migration involves millions of people while international migration is only a fraction of this.⁸

15. **Internal migration, however, is sometimes a first step in building up the resources needed to migrate across international borders.** Equally significant and very common for poor men and women are short distance movements into a neighbouring country. In Africa migration has long been an important way for people to survive and improve their lives and it takes place mainly within the region and without formal permission. Regional migration across South Asia is also widespread, with movements from Bangladesh, Nepal and Pakistan to northern states of India. Similarly there is increasing movement within specific regions of East Asia.⁹

16. At the international level there are around **190 million (regular) migrants who have lived in a country other than where they were born for more than 12 months.** Around 90 million of these international migrants are women.¹⁰

Table 1: International migration trends¹¹

Year	Total world population	Number of migrants	Migrant percentage (%)
1965	3,333m	75m	2.3
1975	4,066m	84m	2.1
1985	4,825m	105m	2.2
2000	6,057m	175m	2.9
2050	9,000m	230m	2.6

⁸ *Voluntary Internal Migration: An Update*. August 2004. Priya Deshingkar and Sven Grimm. ODI.

⁹ *Ibid.*

¹⁰ *World Wide Survey on the Role of Women in Development (2004)*. UN.

¹¹ *World Migration 2003. Managing Migration: Challenges and Responses for People on the move*. International Organization for Migration (IOM).

`Forced' migration

17. As stated, people have a range of reasons for moving. The majority of migrants forced to move because of conflict remain internally displaced. By 2003 global internally displaced people (IDP) populations were estimated at 25 million in some 52 countries. Over half – 13 million – were in Africa. Some people who leave their homes to escape violence move initially to a country of asylum within their region, often across the nearest border. They may then make a subsequent move from this first location to seek better protection as well as opportunities to rebuild their lives. This secondary movement often involves a mix of reasons for moving and can make it difficult to clearly distinguish between asylum seekers and economic migrants. DFID on average provides £40 million a year to a range of organisations including UNHCR to give support to refugees and IDPs.¹²

18. **People smuggling and human trafficking are a growing part of the migration picture.** People smuggling involves migrants who agree and often seek out people smugglers who then help them to move from one place to another. It is estimated that some 800,000 people are smuggled across borders each year.¹³

19. **The majority of trafficked people are women and girls.** People who are trafficked do not give their consent and the intention of those who do the trafficking is to exploit the men, women and children when they reach their destination. Trafficking of people occurs both within and between countries. If trafficking of people is to be prevented its root causes such as poverty, discrimination against women and girls and inequality need to be addressed.¹⁴ DFID funds a range of anti-trafficking initiatives with partners working in Asia, West Africa and the Balkans.

20. While smuggling and trafficking are clearly different in legal terms,¹⁵ in practice there are grey areas. They can become difficult to distinguish when migrants find themselves in exploitative and abusive situations in their new location. Where people are smuggled or trafficked internationally their irregular status makes them vulnerable to exploitation in the destination country.

¹² DFID's work on refugees and IDPs is led by the Conflict, Humanitarian and Security Department (CHaSe).

¹³ *Trafficking, Smuggling, and Human Rights*. Jacqueline Bhabha, Harvard University 2005

¹⁴ Source: Anti-Slavery International website - www.stophumantrafficking.org

¹⁵ The distinction is set out in more detail in the UN Convention Against Transnational Organised Crime and in its separate Protocols on People Smuggling and Human Trafficking.

Globalisation shapes migration

21. **People have always moved voluntarily but globalisation is raising the demand for people to move.** People are now aware of the opportunities elsewhere and travel makes it easier to get there. Globalisation has led to strong competition for labour, requiring people to move to specific places to perform specific tasks. A mobile and suitably skilled population is an essential requirement of the globalised economy. Globalisation encourages the flow and exchange of new ideas across locations, and the transfer of financial resources back from more prosperous to less prosperous areas.

22. **Industrialised and middle-income economies need labour and some developing countries have an abundance of labour.** Men and women from developing countries are increasingly helping to meet the demand for skilled and semi/low-skilled labour in more developed economies. Many migrants, regardless of their skill level, will take the lower skilled and lower paid jobs that nationals are reluctant to do. By 2010, the economically active population in the developing world is projected to increase by 733 million.¹⁶ In contrast, the economically active population in developed regions is expected to increase by only 50 million. This suggests that where there is an economic need for migrant labour in developed and faster-growing economies, migration could be a solution to benefit sending and receiving countries.

23. **Globalisation is also shaping migration within individual countries.** As companies search the globe for the cheapest, most efficient workers to manufacture their products, new areas of economic growth and opportunities arise. Economic activities are greatest and most likely to produce long-term growth in certain locations such as towns, cities, ports, transport interchanges and areas of high agricultural potential. Internal labour migration is often a response to the growth and employment opportunities in these areas.

24. The issues discussed above help to show the complexities surrounding migration.

¹⁶ *International Migration: Implications for the World Bank*. Sharon Stanton Russell. HCO Working Papers. World Bank.

2. Migration, poverty reduction and development links

25. **Despite the limited availability of data for developing countries we know that poor people often choose to migrate as a way of improving their lives.** The differences in demand for labour and economic inequality between local areas, countries and regions means that poor men and women often move elsewhere to take advantage of job opportunities and better wages. The inclusion of poor men and women in global and internal labour markets can make a significant contribution to reducing poverty. For many poor families in the poorest countries the migration of one or more members is an important way of earning a living. For example, one recent study found that up to 80% of rural African households had at least one migrant member.¹⁷

26. **The link between migration and poverty is complex and dependent on the specific circumstances in which it takes place.** Migration can both cause and be caused by poverty. Poverty can be alleviated as well as exacerbated by migration. In Kerala, India, for example, migration to the Gulf States has caused wages to rise, reduced unemployment, and improved the economic situation of those left behind¹⁸. In other situations, migration can lead to the economic and social demise of a community.

27. Similarly, **migration can increase or decrease inequality.** It is often the better off members of a community who first migrate as they have the resources to support migration. This first phase of migration, including remittances, can reinforce existing inequalities - but over time, with the provision of information and the build up of social networks lower income individuals get the opportunity to migrate. As migration becomes wide spread the receipt of remittances begins to go to poorer households. On balance migration does not lead to higher inequality¹⁹. In Burkino Faso, for example, wealthier households are able to migrate to Europe and while this can lead to increased inequality, migration by middle income households to Cote d'Ivoire may be more successful depending on the social networks that migrants have, the amount of remittances sent back and whether migration is permanent or temporary.²⁰

28. **Migration can benefit poor people and developing countries.** For individuals and their families migration can increase income, lead to new skills, improve social status, build assets and improve quality of life. For communities and developing countries, emigration can relieve labour market and political pressures, result in increased trade and direct investment from abroad, lead to positive diaspora activity such as money being sent home (remittances), promote social and political change and lead to the eventual return by successful migrants who invest in their country of origin.

¹⁷ Source: *Migration and pro-poor policies in Africa: A report co-ordinated by Richard Black* Sussex Centre for Migration, Final Report 2004.

¹⁸ *Kerala's Gulf Connection*. Zachariah, Kannan and Rajan, Centre of Development Studies on International Migration, Kerala State, India. CDS Thiruvananthapuram, 2002.

¹⁹ *Equity and Development*. World Development Report. World Bank (2006)

²⁰ *Migration and inequality*. Richard Black, Claudia Natali and Jessica Skinner. University of Sussex.

Box 1: The link between migration and poverty reduction

Sushila Rai, a Nepalese migrant domestic worker, says of her migration experience: *While working in Hong Kong I experienced many things - the way people treat a dependent or independent woman. I have gained much experience and my confidence has grown. Now, I have a say in decision-making at home. My husband does not shout at me. I have bought a piece of land and four rickshaws and I am creating a means of livelihood for four other families....*²¹

Migration and the Millennium Development Goals

29. Given these differing outcomes, planning for poverty reduction and growth that benefits poor people needs to take account of migration including the **potential to support or undermine the achievement of the Millennium Development Goals (MDGs)**. The impact that migration can have on the MDG's often depends on policies being in place that aim to maximise the benefits and minimise the risks. The main impacts include:

- **Poverty reduction** – through remittances and other migrant activities, the incomes of individual migrants and their families rise. Remittances invested in rural and urban communities can support the economy and create jobs.
- **Gender equality** – greater equality between men and women can occur when women migrate and achieve more independence. On the other hand vulnerability to human trafficking and failure to become part of society in their new location can make women more dependent on male relatives and less able to be independent or have a say in how things are done.²²
- **Health** – women and men face health risks during and after migration, both through contracting disease and experiencing problems in accessing health services. For some countries, the loss of health professionals through migration can undermine effective health care provision.²³
- **Education** – child migrants and children of migrants (whether they move or stay behind) often find that they are unable to attend school. Few provisions are made for educating children who do not stay in one place throughout the year or who move permanently from their home. However, children may also migrate in order to get access to education and receipt of remittances can allow children to attend school.

²¹ Source: *Gender and Migration – Overview Report*. Susie Jolly with Hazels Reeves. BRIDGE 2005

²² *The Millennium Development Goals and Migration*, International Organisation for Migration, 2005.

²³ Ibid.

- **Improvement in lives of slum dwellers**²⁴ – many slum dwellers are recent migrants, or the children and grandchildren of previous migrants. The contribution of migrants and longer-term slum dwellers to the local and national economy is often not recognised, and their rights as citizens frequently denied.

DFID will work with partner governments, donors and non-governmental organisations to encourage the inclusion of migration in country-led plans that address poverty reduction and development.

30. The ways in which migration supports poverty reduction and development include the links that migrants retain with their families, communities and society in their areas of origin. These links include the transfer of economic and social remittances and diaspora activities.

Migrant remittances reduce poverty

31. **Migrants send money ‘home’ – remittances.** The volume and value of remittances is second only to foreign direct investment (FDI) in developing countries. In some countries remittances can be higher than official development assistance (ODA). In Ghana, for instance, recorded remittances in 2003 were about the same as aid flows – around US\$1 billion. In Bangladesh, remittances in 2004 – the bulk from migrant workers in the Gulf – were about three times the level of international aid.

32. In 2004 remittances to developing countries through formal channels such as banks were estimated to total US\$126 billion. In addition, there are large transfers of money through informal channels – sent in letters or carried by someone travelling home. Not only are remittances expected to continue to rise, they are also one of the most stable forms of income to developing countries and unlike other types of foreign income actually rise to meet the needs of ordinary people during times of crises. For example, remittances to Afghanistan, Somalia, Central America and the Balkans have helped people and communities get their lives back together following conflict and natural disasters. Most recently banks and money transfer companies in the UK noticed a sharp increase in remittances as many people sent money to help their families and communities following the tsunami that affected 14 countries in December 2004.

Table 2: Developing countries with highest remittance flows, 2001 and 2003²⁵

\$ Billions	2001	2003	Change
India	11.1	17.4	6.3
Mexico	9.9	14.6	4.7
China	1.2	4.6	3.4
Pakistan	1.5	4.0	2.5
Philippines	6.2	7.9	1.7
Poland	1.1	2.3	1.2
Bangladesh	2.1	3.2	1.1
Brazil	1.8	2.8	1.0

²⁴ Target 11 ‘By 2020 to have achieved a significant improvement in the lives of at least 100million slum dwellers’.

²⁵ Source: Global Development Finance 2005: Mobilizing Finance and Managing Vulnerability. World Bank.

Colombia	2.1	3.1	1.0
Vietnam	2.0	2.7	0.7
All developing countries	84.6	116.0	31.4

33. **Research suggests that remittances from one country to another and those sent within countries help to reduce poverty.** Remittances can help families to meet their basic needs - buy food, see a doctor or make repairs to their home. In some cases the money received from relatives who have migrated can be enough to provide savings, investment opportunities in small-scale enterprise, to buy land or to open a bank account.

34. The value of remittances sent by migrants working away from home but still in their home countries is lower than that of international remittances, but the difference they can make to families should not be underestimated. These **internal remittances** are sent more often and can account for a considerable proportion (up to 30%)²⁶ of the household incomes of poorer families. Cheap, safe banking and investment services can encourage rural migrants to invest in their home community and support rural development through the purchase of land, equipment and labour.

Box 2: Internal remittances in China²⁷

Recent research by China's Agriculture Ministry shows that internal migration is better able to boost economies in the poorer rural sector and that remittances from the country's fast-growing urban labourers are likely to surpass agriculture as the biggest generators of income in the rural areas they left.

The research found that an estimated 98million rural residents who worked away from their villages sent or carried home US\$4 5billion in 2003, an increase of 8.5% over the previous year.

35. **Remittances can help to improve economic growth.** When remittances are saved or used to make investments they help to stimulate economic growth. Even when remittances are used to buy food or health and education services, they stimulate demand for other goods and services. This is particularly important in countries with high unemployment. Remittances are also a source of foreign exchange for some of the poorest countries and in some small economies represent a large share of gross domestic product (GDP) and of export earnings.

36. **The sending of money by migrants to their families and communities is made difficult and costly by weak financial infrastructure, poor payments systems, a lack of accessible financial institutions, weak accountability and a weak regulatory environment.** This means that migrants frequently turn to informal channels to transfer money. Informal transfer systems are not necessarily 'bad' and, from the point of view of migrants, they can offer an inexpensive and (sometimes) reliable way to send money home when there are no banking or financial services available. However, transparent and accountable ways of transferring money are important to prevent financial crimes and money laundering. Preventing these illegal activities is best achieved through regulated formal systems. The challenge is to

²⁶ *Voluntary Internal Migration: An Update*, Priya Deshingkar and Sven Grimm. ODI 2004.

²⁷ Cited in *World Migration 2005 - Costs and Benefits of International Migration*. IOM 2005.

create a set of rules that are flexible and inclusive enough to cover both informal and formal sector approaches.

37. To make the most of remittances there is a need to improve the infrastructure for sending and receiving money. This will mean having i) good economic policies at national level; ii) political stability and improvements in the investment climate in origin countries and iii) improvements in migrants' access to the formal financial sector – or “banking the unbanked”. Supporting migrants to use the formal financial sector might include, lowering the cost of money transfers, providing them with information about the services available and helping to overcome their concerns about using formal institutions e.g. the need for identification. It will also be important to take account of the needs of women who generally send back a larger share of their income and do so more frequently than male migrants, and who are also the largest receivers of remittances.²⁸

38. In response to the growing value of remittances some governments have started to encourage these flows. They are putting in place new legislation and regulations to make it easier to send money home. But it is important that governments do not damage what is essentially a private transaction between individuals.

39. DFID has taken an important role within the international community to support the positive impact of remittances on poverty reduction. Work has been undertaken in partnership with DFID country offices and the UK Treasury. Priorities include:

- improving access, transparency and choice of remittance service provider;
- lowering costs;
- linking to other financial services (such as savings accounts); and
- increasing the positive impact that remittances have on development.

One of the main areas of work is developing remittance ‘partnerships’ with the Governments of Bangladesh, Ghana and Nigeria – countries that receive large volumes of remittance transfers from the UK. These partnerships will include a range of measures to remove obstacles to transfers, improve access for poor people to remittances and other financial services and strengthen the ability of the financial sector to provide efficient and widespread transfer payment services. Other areas of work include support to set up the Inter-Agency Remittances Task Force²⁹, work with the private sector on reducing costs and improving access and research to improve the quality of remittance data.

²⁸ *Gender and Migration: Overview Report*, Susie Jolly with Hazel Reeves. BRIDGE. Institute of Development Studies. 2005

²⁹ The Inter-Agency Remittances Task Force emerged from the DFID/World Bank/IMPP remittances conference in October 2003. DFID has worked with the World Bank to help the Task Force develop and take forward its agenda on data collection and coordination and the development of core principles.

Box 3: Send money home

Although there are many ways of getting money back to family and friends at home, it is often difficult to work out who can offer the best deal. DFID commissioned a survey of remittance costs, speed, ease of use and ID requirements. The survey focused on remittances from the UK to Bangladesh, China, Ghana, India, Kenya and Nigeria but the information is also useful to anyone who sends money to another country. These useful facts and figures from the survey are available at www.sendmoneyhome.org. This information helps people to make an informed decision about the cheapest and most effective way for them to send their remittances. Since the 'send money home' website was established in March 2005 it has received nearly 30,000 hits. In addition, almost half a million country-specific leaflets have been distributed among the six communities currently covered by the initiative. It also seems that some money transfer providers have begun lowering their prices.

DFID will continue to support developing countries and international efforts to increase the poverty-reduction and development benefits of remittances.

Migration influences social and political development

40. **Large numbers of people regularly leaving, and sometimes returning to, a community can bring about enormous social and political changes.** The concept of **social remittances** – the transfer of ideas, ways of doing things and a sense of belonging between migrants and their home communities – is useful in understanding such changes. Migration increases the speed and likelihood of the transfer of new skills, ideas, attitudes and technologies through people. The relationships that migrants and their communities continue to have influences and can often challenge the way people have traditionally lived. For example, men and women migrants learn and experience the cultural attitudes, political ideas and behaviour of their new environments. These may be quite different from those they left behind. As a result, the relationships with their original family and communities, which help to shape many aspects of their lives, may change considerably.

Box 4: Social Remittances – the changing role of men and women

Many young women in the Dominican village of Miraflores from which, during the 1990's, more than 65 percent of the households sent migrants to Boston, completely changed their ideas about the kind of men they wanted to marry. They learned that since both men and women have to go out to work in Boston, the man helps out much more with the children and the housework when they return home at night. They observed that when married couples came back to visit, they seemed to make decisions together and that the husband seemed to treat his wife with more respect. In response to these social remittances, they demanded a different kind of partnership. They did not want to marry a man who had never migrated and who continued to treat women in the "old way". They wanted to be with someone who would treat them as equals'.³⁰

41. The **'feminisation' of migration** – more women moving independently – has come about in response to growing demand for female labour. At the same time there has been a growing acceptance of women's economic independence and desire or need to travel. During the late 1970's Sri Lanka was among the first countries in Asia to allow women to migrate to work in the Middle East and the only country to do so without any restriction. Women now account for nearly 65 per cent

³⁰ *Social Remittances – Culture as a development tool*. Peggy Levitt. Wellesley College and Harvard University.

of Sri Lanka's recorded migrant population.³¹ More recently, in 2003, the Bangladesh government made changes to policy on female labour migration. Although still requiring the permission of male relatives, unskilled and semi-skilled women over 35 are now allowed to migrate.³² The experience for women who migrate or stay at home can be both positive and negative depending on the particular circumstances. When women migrate they can improve their position in their families and communities and have the opportunity to be independent and make decisions in a way that they were previously unable to do. However, they may also become open to abuse and risks of trafficking. Similarly, where women stay at home they may develop female-headed households, again giving them more power to make decisions. At the same time they may have less financial or physical support and have less protection due to the absence of the male head of family.

42. The high rates of adult migration in various forms mean that **many children are affected by all kinds of migration**. As with adults, the impact of migration on children can vary widely. Some research suggests that children who live in homes where adults have migrated have improved health and education. This seems to be as a result of both increased income through remittances and better knowledge exchanged through migration networks.³³ However, evidence of the social and emotional impacts for children who have one or both parents working away from home indicate negative outcomes such as higher levels of psychological disorders and lower levels of school performance. Children who migrate with their families will often face the same types of discrimination as adult migrants including lack of access to health and education services. **Children also leave their home communities independently of their families**.³⁴ Most children who migrate independently do so for many reasons including, to earn an income for school fees, for better clothes, to get training or education or to live with their extended family. Very few leave because of difficult family circumstances and many keep contact with their parents or families and send remittances.³⁵

43. **Men and women who migrate and are discriminated against may find themselves socially excluded**. This can happen because of who they are and where they live³⁶. Migrants often end up living in the poorer areas of cities or villages and may have limited knowledge of the language or dialect of their place of destination. As a result they have limited access to local decision-making processes, formal employment, social security and other services. This can exacerbate feelings of insecurity in the host and immigrant communities, reinforcing or creating inequalities between groups and causing social and political tensions.

44. **People who do not migrate continue to be linked to those who do through different types of social, political and economic relationships**. As the number of

³¹ Gender & Migration. Bridge, Institute of Development Studies, University of Sussex. 2005.

³² Migration and Millennium Development Goals: DFID-RMMRU Partnership. Tasneem Siddiqui, Refugee and Migratory Movements Research Unit. University of Dhaka. 2004.

³³ *International Migration, Remittances & Brain Drain*. Editors – Calgar Ozden and Maurice Schiff. World Bank 2005

³⁴ *Children and Migration*: Background Paper for DFID Migration Team. Anne Whitehead and Iman Hashim, March 2005.

³⁵ *Independent Child Migration: Reconciling Children's Experiences with Policy*. Anne Whitehead, November 2005

³⁶ *Reducing poverty by tackling social exclusion*. DFID 2005.

people dependent on migration grows, networks that cover different locations have become more important as they often allow people to broaden their social and economic opportunities. Therefore the ability to develop and use new networks can become more important than the social relations people have within their home area.

45. The types of connections that are maintained between international migrants and different people, communities and places are increasingly being referred to as trans-national networks. As transport and electronic communications have grown and improved, migrants have found it possible to have a number of homes and different ways of living depending on where they are. An important feature of trans-national communities is that they maintain economic, political and social networks that cover several countries.

46. Migrants who belong to trans-national networks are often brought together based on one or more factors including a common country of origin, a common ethnicity, a common religion, a collective memory of 'home', or a wish to return to their 'homeland'. 'Family' and 'community' have therefore become global rather than restricted to a particular country.

47. These international links have an important part to play in shaping current migration in both the country of origin and the destination country. They help to decide who migrates, how they move, where they go and what they do when they get to their destination.

Box 5 : Trans-national Afghan network³⁷

Afghan social networks in Iran function as sources of solidarity, credit, information on culture and practice in Iran, contacts with the labour markets, and providers of initial accommodation as well as social and emotional support. These networks are based on family connections, ethnic identity or acquaintances from the area of origin. Smugglers sometimes play an integral part in these networks, ensuring that money and news are brought to and from the migrant's home in Afghanistan, although the latter function is becoming less important with the use of mobile and satellite phones.

DFID will work with government partners and civil society networks to better understand the social and political changes that arise from migration and how they may support development.

Diasporas contribute to poverty reduction and development

48. When people migrate across international borders they (and their families) tend to form communities in their destination areas that continue to have strong personal and material links with their countries of origin. Referred to as diaspora, these communities have historically been viewed as negative or irrelevant to formal international development efforts. However, the economic, social and political connection that diaspora maintain with their countries of origin has the potential to be an engine for development.

³⁷ Transnational Networks: Recognising a Regional Reality. Elca Stigter and Alessandro Monsutti. Afghan Research and Evaluation Unit April 2005.

49. **Many diaspora groups and individuals are playing significant roles in their countries of origin.** Their involvement is extremely varied. It ranges from disaster relief to business development, from exporting machinery to importing ideas, from instigating war to searching out paths to peace. In addition to private remittances, diaspora are active in a range of practices between nations - foreign direct investment (FDI), market development (including outsourcing of production), technology transfer, charitable activities, tourism and political contributions. For example, FDI has been a major factor in the emergence of China as a manufacturing and trading powerhouse in the 1990s. It is estimated that about half the £26 billion in FDI that flowed into China in 2002 originated with the Chinese diaspora. Ethnic Chinese also have an important impact on the volume of bilateral trade between China and their countries of settlement.³⁸

Box 6: Diaspora charitable activity³⁹

The Sierra Leone War Trust for Children (SLWT) is a UK-based non-profit organisation founded by members of the Sierra Leonean diaspora in the UK. The SLWT's goal is to improve the welfare of war-affected children. One of its first major projects, called the Thuan Mathinki Community Rehabilitation Project, is funded by grants and donations. The project will rehabilitate six villages that were completely destroyed during the war by providing primary education, assisting food security, helping economic self-sufficiency through agriculture, and addressing trauma through psycho-social welfare programmes. The SLWT liaises with the Sierra Leonean government and has worked with UNICEF, but the primary focus remains on working with the communities to determine needs, projects and plans.

50. **Many governments now recognise that their diaspora can support national development from abroad.** As a result they have begun to give 'their' migrants special rights, protections and recognitions. For example in 1998 the Indian government launched a huge sale of five-year bonds guaranteed by the State Bank of India and available only to non-resident Indians (NRIs). There were significant benefits to make the bonds attractive including the option of redemption in US dollars or German marks and exemption from Indian income and wealth taxes.⁴⁰ Similarly, the Philippine government has created incentives including tax breaks and privileged investment options for Filipinos abroad. Governments' involvement with their diaspora takes different forms and has differing priorities. The most immediate positive effects on poverty are likely to come from plans that aim to maximise the income that comes from remittances and goes directly to households.

³⁸ *Beyond Remittances: The Role of Diaspora in Poverty Reduction in their Countries of Origin. A Scoping Study.* Kathleen Newland & Erin Patrick, Migration Policy Institute 2004.

³⁹ Ibid.

⁴⁰ Ibid.

Box 7: India's diaspora policy⁴¹

The Indian government set up a Parliamentary High Level Committee (PHLC) on the Indian Diaspora in September 2000. The mandate of the committee was to undertake a comprehensive study of Indian diasporas globally and to recommend measures for a constructive relationship with them. Recommendations spanned a range of issues – economic development, tourism, education, health and philanthropy. The Indian government has since undertaken to act upon the recommendations of the PHLC, the most visible actions to date being the availability of dual citizenship and the establishment of 'Pravasi Bharatiya Divas' – an annual official gathering of the Indian diaspora.

51. International development organisations are just beginning to realise the contribution that diaspora communities can make to reducing poverty and improving development. However, many national and international donors and nongovernmental organisations are structured in a formal manner, and may overlook, be reluctant, or find it very difficult to work with the often less formal, traditional self-help organisations that make up a significant percentage of diaspora groups.⁴² It is important that real partnerships which accept the limitations and build on the strengths of diaspora are developed. This will take time and recognition on both sides but will add value.

52. In 1997 DFID made a commitment to 'build on the skills and talents of migrants and other ethnic minorities within the UK to promote the development of their countries of origin'.⁴³ Since then DFID has taken steps to work more effectively with diasporas. These have included involving diaspora in the development of a number of Country Action Plans, including for Bangladesh, Pakistan and Nigeria; providing three-year funding to Connections for Development,⁴⁴ actively consulting with the African diaspora as part of the Commission for Africa process and most recently commissioning research to look at and make recommendations about the way in which DFID can more effectively work with diaspora groups.

DFID will extend and develop further its work with the range of UK diasporas in order to strengthen its partnership in support of activities that promote poverty reduction and development.

⁴¹ Source: Non-Resident Indians and Persons of Indian Origin Division, Ministry of External Affairs. Government of India. October 2004.

⁴² Opcit.

⁴³ The 1997 White Paper *International Development, Eliminating World Poverty*.

⁴⁴ A network of black and minority ethnic voluntary and community organisations, it aims to mobilise civil society for action on development.

3. Making migration work for the poor

53. Migration can make a positive contribution to poverty reduction and development. However, this can be significantly undermined where migration policies fail to take account of the factors that offer benefits and lessen risks.

Migration management

54. **Well-managed migration regimes can help developing countries to make the most of potential benefits that arise from migration and reduce some of the risks.** Migration is strongly linked to a range of major policy issues such as trade, security, environment, health and development.⁴⁵ National, regional and international decision makers should aim to develop migration policies that are coherent and work to the mutual benefit of migrants, society and governments.

Some of the main issues that need to be addressed are:

Planning for internal mobility

55. **Patterns of internal migration are changing.** Labour migration by men from one rural area to another is still the most common type of movement in many poor countries. However, more women are moving and doing so independently of their family. For example a study of Addis Ababa's migrant population in 2000 found that female migrants outnumbered male migrants; the women were on average younger than their male counterparts and an unusually high proportion of the female migrants were divorced or unmarried. Similarly in East and South East Asia the majority of female migrants are young and unmarried.⁴⁶ Temporary migration has become more popular for example about 20 million people migrate seasonally each year in India while in West Africa people migrate for seasonal employment from the northern regions of countries such as Ghana, Togo, Mali and Burkina Faso to destinations in the South.⁴⁷ People are also migrating to increase their income and assets rather than for survival.

56. **The fact that rural-to-rural migration remains the most common form of movement means that rural areas will continue to be an important part of development efforts.** In India rural-rural migration accounted for about 62 percent of all movements in 1999-2000.⁴⁸ Where growth in non-farm activities is occurring rural areas will need new types of infrastructure, for example, effective waste management. Ensuring that families who stay or move into rural areas have the appropriate facilities and protections, particularly land rights and entitlements for women, will be an important part of ensuring that people can continue to make a living.

⁴⁵ *World Migration 2003: Managing Migration, Challenges and Responses for People on the Move.* IOM 2003.

⁴⁶ *Internal Migration and Development: A Global Perspective.* IOM Migration Research Series No. 19 IOM 2005.

⁴⁷ *Ibid.*

⁴⁸ *Internal Migration and Development: A Global Perspective.* IOM Migration Research Series No. 19 IOM 2005.

57. Movement from rural areas to towns and cities is also increasing in some countries. It is expected that within three decades the urban populations of Africa, Asia and Latin America will double to nearly four billion people. While rural populations will also continue to grow the growth will be slower reaching three billion over the same period of time. By 2020, the majority of Asians will be living in towns and cities. And by 2030, the same will be true of most Africans. The most obvious form of rural-urban migration is long-distance to larger cities, but many migrants, particularly poorer people, move to smaller towns. Higher, or at least more regular, wages and a greater variety of non-farm jobs attract rural migrants to urban areas.

58. The benefits of internal migration for poor men and women and for economic growth are not well recognised. National policies often ignore or restrict internal migration rather than anticipating and planning for it. In Africa a range of blockages exist to restrict migration including – permits, fees, fines, roadblocks and harassment.⁴⁹ In China and Vietnam restrictions on movement remained in place until very recently. While in India the focus of development programmes is often to reduce migration. This kind of approach creates problems. Without planning for internal migration towns and cities are unable to meet the needs of growing populations including the provision of public services such as health and education. In India DFID has committed over £200 million for programmes in three states to improve urban management and governance.

59. Lack of adequate housing is also a major problem. Estimates suggest that there are currently 900 million slum dwellers worldwide. If current trends continue, it is estimated that numbers could reach almost two billion slum dwellers by 2030. DFID is supporting the UN-Habitat Slum Upgrading Facility which aims to provide affordable housing for low-income households and develop urban infrastructure and Cities Alliance a global coalition of cities working to achieve the vision of cities without slums.

60. DFID's work on promoting local economic growth emphasises the importance of removing the formal and informal barriers that get in the way of people moving within their own country. Poor people's participation in emerging labour markets in places of growth should be made easier – balanced with policies that address the changing needs of those left behind in regions of low growth. This includes helping migrants to settle into their new locations by providing them with social protection and efforts to minimise social tension. Some ideas from work conducted in DFID India's Livelihood Support Programme include the development of migrant resource centres, savings and remittance services, and insurance and communication facilities for migrants.

DFID will encourage governments to adopt managed migration policies that aim to reduce the risks and enhance the benefits for poor people and developing countries.

Opportunities for legal migration

61. The opportunity to travel through legal channels can significantly increase the benefits of migrating. Conversely, the risks of migration are greatly

⁴⁹ Ibid.

increased when people move on an irregular basis – i.e. via channels that are neither recognised nor legal. Many governments are now trying to ensure that the legal options on offer to people wishing to migrate fit national labour market needs. This largely means that an emphasis is being placed on attracting high- and semi-skilled people. For example Australia, New Zealand, Canada, the United States have immigration regimes that aim to select migrants with specific skills and levels of education. France, Ireland and the UK have also introduced programs aimed at attracting qualified labour migrants.⁵⁰

62. For developing countries with an abundance of poorly educated people, internal and international migration into low-skilled jobs could bring about huge poverty-reduction and development benefits. For more than 25 years, the government of the Philippines has supported the international export of temporary labour as an explicit and important part of its economic development. The occupations of migrants have diversified to include professionals, factory workers and domestic workers, while the tradition of Filipino construction workers, sailors and nurses remains strong.⁵¹ Filipino migration has raised incomes for millions of workers and their families and encouraged investment in education and training.

63. Multilateral agreements are important. Mode 4 of the General Agreement on Trade in Services⁵² has the potential to be an important mechanism by which to manage the temporary international movement of people. However, where governments have utilised GATS Mode 4 agreements the focus has been on highly skilled workers and transfers between corporate bodies.

64. Bilateral agreements between sending and receiving countries allow for governments to tailor migration to the specific supply and demand needs of the countries involved. For developing countries this approach may be an important mechanism by which to balance their need for legal low-skilled migration and managing the outflow of high-skilled workers.

65. The regulation of recruitment agencies is another area requiring attention. Where governments have not yet regulated the operation of recruitment agencies exploitative practices can arise. Agencies can support the movement of people through legal migration routes and ensure their rights are respected when they operate within the appropriate legal framework.

DFID will work with others to support increased opportunities for legal migration, for both skilled and low-skilled workers, that will increase benefits to, and improve the conditions of, poor migrant women and men, as well as to countries or places of origin and destination.

Supporting the circulation of high-skilled migrants

⁵⁰ International Migration, Remittances & Brain Drain. Editors- Calgar Ozden and Maurice Schiff. World Bank 2005.

⁵¹ *Labour Export as Government Policy: The Case of the Philippines*. Kevin O’Neil, Migration Policy Institute (2004).

⁵² GATS Mode 4 covers the temporary movement of individuals who enter another country’s job market to provide services required in that country.

66. **There are increasing concerns about the loss of skilled and professional workers from developing countries as evidence suggests that `brain drain' is now far greater than a few of decades ago.** For example, the number of highly skilled emigrants from Africa increased from 1,800 a year on average during 1960-1975 to 4,400 during 1975-84 and 23,000 during 1984-87.⁵³ The UK government's White Paper on globalisation notes that `developed countries are responding to shortages of health personnel by recruiting staff from low- and middle-income countries. There are benefits to individuals – in terms of career opportunities and earnings – and to sending countries in the form of remittances and enhanced skills offered by migrants on their return. However, these outflows can have detrimental effects on the sending country, which lose scarce human capital. The UK introduced a code of practice for international recruitment. It has also developed bilateral government-to-government agreements for active recruitment with a number of countries including India, the Philippines and Spain.

67. **The impact of high-skilled migration, particularly of health and education professionals, varies from country to country.** Some countries, such as the Philippines and India, invest in training health workers for export; and remittance earnings are seen as an important benefit. For other countries – especially small nations and the poorest countries in Africa – the impact on their health systems can be more severe.⁵⁴ A number of solutions have been proposed to try to reduce the negative effects of the significant loss of health workers. Programmes that help to strengthen health systems in developing countries are likely to have the most positive impact. This might include increased investment in training, incentives such as hardship allowances or transport for key workers working in isolated areas, and developing networks that tap the experience of migrant professionals working abroad. DFID is supporting efforts by developing countries to address these problems, including providing funding of £100 million over six years to support an emergency human resources programme in Malawi.

Box 9: Malawi emergency human resources programme

Malawi has been unable for some time to afford to train and employ enough health sector staff to meet its needs. As well as the effects of HIV/AIDS, much of the investment in training is being lost as increasing numbers of professional and technical staff choose to move out of the public health service. Over 1,200 qualified nurses living in Malawi have chosen not to work in the health sector and international migration of nursing staff has also increased considerably. Since 2000, more than 100 nurses each year have sought validation of their certificates in order to work abroad. Others are emigrating without validation, retiring early, moving to the private sector or switching to other vocations.

In response, the government of Malawi has produced the Emergency Human Resource Programme. It aims to i) improve incentives for recruitment and retention of Malawian staff through salary increases for ten selected professional and technical groups; ii) recruit physicians from other countries for short-term positions and iii) to significantly expand domestic training capacity.

The programme recognises the need to address a range of non-financial factors affecting retention including postings and promotions policies, performance management, re-grading, training, gender issues and quality of housing. Considerable emphasis will be placed on strengthening human resources planning and management capacity in the Ministry of Health and at local level.

⁵³ *International Migration, Remittances & The Brain Drain*. Editors - Caglar Ozden and Maurice Schiff. The World Bank 2005

DFID will support long-term investments to rebuild and strengthen systems that deliver health services, including actions that help to reduce the permanent loss of health professionals.

Addressing the rights of migrants

68. An important feature of migration is the difficulty that migrants may experience in exercising their rights. They are often unaware of their rights, or unable to exercise the full range of rights to which they are entitled. Where migrants' rights are denied this seriously undermines the potential benefits of movement for individual migrants and their communities of origin. Without protection, migrants can find themselves facing harassment, violence, debt and increased poverty. The most vulnerable people are those who migrate through irregular channels and who feel unable to assert their rights for fear of detection or deportation.

69. There are certain fundamental human rights to which all migrants are entitled everywhere, regardless of their legal status. These include freedom from slavery and from torture. In general, migrant migrants enjoy the human rights that are set out in the international human rights treaties to which the relevant state is a party,⁵⁵ by virtue of being within the jurisdiction of that state.

70. For example, the International Covenant on Civil and Political Rights, which has 115 state parties, includes a wide range of rights, such as freedom from forced labour and from inhuman or degrading treatment. Most of the rights in this covenant apply to regular and irregular migrants alike. However, certain rights – such as the right to vote – are limited to citizens.

71. The 115 states that are party to the International Covenant on Economic, Social and Cultural Rights are also committed to “progressively realising”, or working towards, these rights within their available resources. Migrants are generally entitled to these rights, such as access to primary education for children or emergency healthcare, on a non-discriminatory basis. However, there is an exception in that developing countries can exclude non-nationals from access to economic rights, such as the right to work.

72. Some international instruments look specifically at the rights of migrants across international borders, such as the International Labour Organisation's (ILO) conventions 97 (Migration for Employment) and 143 (Migrant Workers), and the UN Convention on the Protection of the Rights of All Migrant Workers and their Families. National laws may also provide for additional rights, such as pension rights, for regular migrant workers.

73. The full range of rights to which migrants are entitled will vary depending on the legal framework with each country. In addition to human rights set out in international law and relevant treaties, migrants may be entitled to specific rights set out in

⁵⁵ These include, for example, the International Covenant on Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; a range of “thematic” human rights treaties dealing with discrimination against women, racial discrimination, child rights, and torture; and the International Labour Organisation's (ILO) labour standards.

national constitutions and laws. Workers that migrate through legal channels are often entitled to additional rights, such as pension or social security rights, that may often not be granted to irregular migrants.

Box 10: Labour promotion and protection in the Philippines

As one of the largest labour exporters in the world, the Philippines have one of the most comprehensive sets of government interventions around migration. Among its other activities, the Philippines Overseas Employment Agency (POEA) regulates the licensing and monitoring of recruitment agencies. The Overseas Workers Welfare Administration (OWWA) covers welfare and protection issues, while the Philippines Overseas Labour Office (POLO) maintains around 45 labour attachés in about 32 countries of destination to provide counselling, legal assistance, conciliation and liaison services.

At the beginning of the migration process, information sessions try to prevent irregular migration from the Philippines. Non-governmental organisations, the mass media and the church play a major role in providing pre-departure information.

The Philippines have entered into manpower agreements with 12 host countries. Those with Middle Eastern countries cover cooperation in the fields of labour, employment and personnel development and the enhancement of the welfare, well-being and rights of workers. The government exerts ongoing pressure on countries receiving its workers to sign the UN Convention on the Protection of the Rights of All Migrant Workers and Their Families.

74. The UK Government is committed to working with others to enhance the human rights of poor people and support implementation of the UN human rights treaties (White Paper on International Development, 2000).⁵⁶ For example DFID is currently funding the United Nations Development Fund for Women (UNIFEM) **Regional Programme on Empowering Women Migrant Workers in Asia** which advocates with regional bodies such as the South Asian Association for Regional Cooperation (SAARC) and the Association of Southeast Asian Nations (ASEAN) for better protective measures for women migrants. While governments are entitled to regulate inward migration, this must be done in a way that is compatible with upholding the basic human rights of all migrants, whatever their status.

DFID will support governments to promote safe and legal migration, which includes non-discriminatory legislation, policies and practice to protect the human rights and national entitlements of men, women and children who migrate.

⁵⁶ Opcit.

4. Regional and international policy framework

75. **Until recently migration and development have been treated as very separate policy areas.** The priorities for migration authorities have been to control the movement of people and integrate regular migrants into national labour markets and wider society. For development professionals, particularly those involved in rural development and urban planning, migration has been viewed as a failure of development, as people leave their communities despite programmes and projects to help them improve their lives in their home areas.

76. The increasing recognition that migration and development are linked means that more sophisticated policy approaches are now needed. The objectives of both fields are more likely to be achieved if migration and development policies begin to acknowledge the benefits and risks of migration for poor people and developing countries.

77. The issue of migration must be better integrated into poverty reduction policy and practice. Those involved in international development should understand migration issues and the implications that these issues have for developing country policy and development more generally. This understanding should be reflected in country and regional planning documents and programmes. Development efforts should also include support to partner governments to develop national legislation and the institutional capacity to manage the flow of migrants for the benefit of poor men and women, national economies and social and political improvement.

78. **DFID's efforts to maximise benefits and minimise risks of migration will require it to work in partnership with key migration organisations.** It will continue to work with regional organisations including the African Union and the European Union, and at international level to support migration policy and practice that takes account of the benefits and risks for poor people and developing countries.

Increasing the benefits of regional migration

79. **Governments of developing countries and regional institutions have an important role to play in supporting the development and poverty-reduction benefits that can come from migration.** One of the most effective ways they can do this is by placing migration within the field of regional cooperation and making it a central part of their efforts to promote economic unions between countries in the same region. A number of such agreements in developing regions have moved hesitantly towards this approach.

Box 11: Regional agreements

The 1975 treaty of the Economic Community of West African States (ECOWAS) set out a long-term objective to establish a community citizenship. However, economic recession in the 1980s caused a backlash against immigrants. Although the revised ECOWAS treaty in 1992 affirmed the right of citizens of the community to enter, reside and settle in member states, this has not been fully implemented. The Southern African Development Community (SADC) has protocols on movement of people. In 1995 it stated its intention to create a southern African economic community with free movement of people by 2000, but the outcomes have not matched the initial promises.

80. Regional policy dialogue is also an important part of raising awareness of and responding effectively to the outcomes that migration has on poverty reduction and development. A number of regional consultative migration processes have been put in place to informally discuss migration issues. These include the Migration Dialogue for Southern Africa (MIDSA) and the Manila Process in Asia. Opportunities for ongoing regional dialogue that take account of migration and its impacts on poor people and development are extremely important. DFID recently funded a **ministerial meeting of regional labour ministers in Manila** aimed at building a more informed regional consensus on policy reform priorities around migration and development.

81. Developing and using the evidence to inform regional migration policy is an essential part of getting regional approaches right. Policy and research networks make an important contribution to the evidence base and to informing decision makers. DFID funds various initiatives aimed at improving the evidence base for better pro-poor migration policies. In Africa, DFID has supported the **Southern Africa Migration Project (SAMP)** since 2002. This is a partnership linking organisations across southern Africa working to support new national and regional approaches and policies on migration in the SADC region. Funding is also being given to a similar research and policy network for South Asia, the **South Asia Migration Resource Network (SAMReN)**.

DFID will support the development and implementation of regional migration management frameworks and processes in Asia and Africa, particularly where they support new and existing economic agreements and they support the positive benefits of migration for poor people and developing countries.

UK Policy Coherence and working within the European Union

82. In February 2005 the Home Office published the UK's five-year strategy for asylum and immigration.⁵⁷ Cross-Whitehall working provided DFID with the opportunity to input development concerns into broader policy. We will continue to work with colleagues, particularly in the Home Office and Foreign and Commonwealth Office, and the Treasury to support a UK Government approach to migration that take account of poverty reduction and development outcomes.

83. Migration is and will continue to be an important part of relations between the EU and developing countries to whom we give aid. Current demand for migrants in EU member states is fuelled by labour market shortages and demographic change such as low fertility rates and ageing populations. If Europe is to achieve the ambitious economic reform objectives agreed at the Lisbon European Council in 1999 and promote a more flexible European labour market then there will be an ongoing need for migration to Europe.

84. EU migration and asylum policies are beginning to take account of development issues and vice versa. In December 2002 the Commission adopted a

⁵⁷ *Controlling our Borders: Making Migration work for Britain* (2005) Home Office

communication that began to clarify the links between migration and development.⁵⁸ The Hague programme⁵⁹ reinforced these links and the Commission has now put forward concrete proposals looking at the 'root causes of migration and poverty alleviation'.⁶⁰ In addition, proposals that migration should be reflected in the updated development policy statement are currently being discussed.

85. It is important that policy and activity on migration take account of the factors in both the sending and receiving countries that lead to migration. Further work to ensure coherence between migration and development will need to be developed and implemented for the benefit of both the EU and partner countries. Evidence suggests that agreements on migration take time to negotiate and only work if they are part of a broader cooperation agenda. The EU's current emphasis has been placed on having a coherent and integrated approach to migration and development issues, via partnership with developing countries.

DFID will continue to work with other UK government departments and support European Union efforts to bring together migration and development policy so that it impacts positively on poverty reduction and development in partner countries.

International management of migration

86. Unmanaged movement of migrants can undermine the economic development of sending countries and result in additional migration. In industrial and middle-income countries, unregulated inflows of a large number of migrants can lead to political and social problems. Given these kinds of economic, political and social impacts, effective cooperation to manage migration is becoming more urgent for all countries providing or receiving migrants, or those through which they pass.

87. While there is no global institutional framework that addresses the full spectrum of international migration in a comprehensive and systematic manner, a range of organisations are currently conducting work related to migration. This probably reflects the difficulties and complexities that surround the migration debate. DFID has worked in partnership with the International Organisation for Migration, the International Labour Organisation and the World Bank to better understand and respond to the migration and development agenda. DFID has also worked with the independent Global Commission on International Migration to support its Africa hearing and its work on gender. The commission was tasked with taking forward the Doyle Report (2002) on migration management within the UN system. Its report published in October 2005 calls for the recognition of 'the role that migrants play in promoting development and poverty reduction in countries of origin, as well as the contribution they make towards the prosperity of destination countries'.

⁵⁸ Communication from the Commission to the Council and the European Parliament: *Integrating migration issues in the European Union's relations with third countries – Draft Council conclusions on migration and development*. 5 May 2003. 8927/03.

⁵⁹ Presidency Conclusions. Brussels European Council. 4/5 November 2004. 14292/04.

⁶⁰ Communication from the Commission on Migration and Development: *Some concrete orientations*. 6 September 2005. 11978/05.

The report also notes that 'international migration should become an integral part of national regional and global strategies for economic growth, in both the developing and developed world'.

DFID will continue to work with international migration organisations to ensure that the dialogue and debate on migration acknowledges the need to maximise the benefits and minimise the risks of migration for poor people and developing countries.

5. Migration Can Benefit the Poor: The forward agenda for DFID

88. DFID believes that actions to allow the movement of people deserve as much attention as the movement of capital, goods and services, to enable the benefits of globalisation to be sustained and shared equitably. We remain focused on our core mission of promoting progress towards the MDGs and reducing poverty. We recognise that migration, particularly internally and involving the movement of people within defined regions, can help to reduce poverty and contribute to economic growth. DFID is already supporting a variety of activities that aim to enhance the benefits of migration for poor people and developing countries. We will continue with these, build on this experience and incorporate efforts to address migration into development policies and programmes.

We will work in partnership with governments, donors, international agencies and non-governmental organisations - as the most effective way of taking forward work on migration and development. The characteristics of migration are very context specific and whilst the potential impact of human mobility on poverty reduction is significant, it is not yet possible to draw definitive conclusions. To do this the evidence base in developing countries needs to be strengthened through the implementation of programmes that address the range of migration issues. Important to will be support from the international community to developing countries wishing to improve their capacity to manage migration. DFID will work with others to address the following priorities:

Enhance the poverty reduction and development benefits of migration:

- **Work with development partners to increase awareness of the potential role migration can play in achieving international development objectives – and encourage the inclusion of migration in country led processes.** We will continue to build the evidence base on the potential role of migration as part of a wider poverty reduction strategy. Within DFID we will look at ways to integrate migration into all our country programmes where appropriate. We will decide priorities for work on migration by region, country and sector in our Country Assistance Plans and regional Director's Delivery Plans;
- **Continue to initiate and support programmes on remittances both country-led and UK based that aim to increase the poverty-reduction and development benefits of remittances.** We will continue to support remittance partnership programmes with Nigeria, Ghana and Bangladesh to develop better access to information and improved remittance distribution mechanisms for migrants, as well as improving financial sector access for the poor, and supporting central banks and government for payment systems. In the UK we will expand the 'Send Money Home' website, and continue dialogue with the private sector and Whitehall to address regulatory and data concerns.
- **Broaden and deepen our engagement with NGOs and the range of UK diaspora groups in order to strengthen our partnership role in supporting activities that promote poverty reduction and development.**

We will consider and take forward the recommendations of the 'Framework for DFID-Diaspora Engagement' report (August 2005) that looked at DFID's involvement with diaspora groups. We will also commission new research to better understand the social and political impacts of migration and relevance to policy makers. This will include transnational networks and the links that migrants develop and maintain beyond national boundaries.

Managing migration to support the benefits to poor people and developing countries:

- **Work in a limited number of 'focus' countries to support partner governments in developing managed migration policies that aim to reduce the risks and enhance the benefits of internal migration for poor people.** This could include improving national data on migration, the development of dialogue on migration policy between governments and civil society organisations including the migrants themselves, improving access to information, or developing innovative initiatives to support internal migrants in places of origin and destination;
- **Work with others, to identify appropriate opportunities for low skilled migration taking account of labour market needs in receiving countries, which will increase the benefits to, and improve the conditions of, poor migrants in places of origin and destination.** We will work to strengthen the evidence base on the potential benefits of low skilled migration particularly within and between developing countries and regions;
- **Work with others to support more temporary migration that will benefit sending and receiving countries.** We will continue to support efforts to build the expertise of developing country governments to effectively negotiate on services within the World Trade Organisation on GATS Mode 4;
- **Continue to support long-term investments to rebuild and strengthen systems that deliver health services** including actions that help to reduce the permanent loss of health professionals in African countries, including in Malawi;

Working with regional and national institutions:

- **Work with development partners to promote safe migration,** which includes non-discriminatory legislation, policies and practice to protect the human rights and national entitlements of men, women and children who migrate;
- **Support the development and implementation of regional migration management frameworks and processes across Asia and Africa, including the African Union** – particularly where they support new and existing economic agreements and they facilitate the positive benefits of migration for poor people and developing countries; and promote exchanges of good practice between national and regional organisations.

- **Continue to support policy coherence around migration as a development issue through working with other UK government departments and development partners around the world** - including the World Bank, ILO, IOM and the European Commission. We will also contribute to policy dialogue on migration within the European Union and with specific Member States, and seek to engage with like minded donors in creating a more positive approach to migration as a development issue and important route out of poverty for poor people;
- **Be accountable** for implementation of the policy set out in this paper by evaluating progress in 2008-09.

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