AFRICAN, CARIBBEAN AND PACIFIC (ACP) GROUP OF STATES

BACKGROUND PAPER
ROUNDTABLE 3

Policy and Institutional Coherence and Partnerships

NON-PAPER

**GLOBAL FORUM ON
MIGRATION AND DEVELOPMENT**

ATHENS

4-5 NOVEMBER 2009

1. INTRODUCTION

In the field of migration and development policy, challenges are increasingly common for both developed and developing countries: coping and adjusting effectively to demographic changes; securing sustainable economic growth while fighting unemployment, improving migrants' inclusion and cohesion, and reducing poverty; promoting human security and respect for human rights; and coping with brain strain. These are just some of the most pressing issues. Inevitably, policy issues dealing with the linkages between international migration and development need to be tackled within regional and global partnership frameworks and dialogues like the one represented by this Forum.

The ACP Group of States, the largest organised entity for developing countries with a membership of 79 covering the African continent, Caribbean and Pacific regions, and with an estimated population of over 700 million, is logically an essential partner for ensuring policy and institutional coherence among ACP countries and regional organisations, and between them and developed countries. Almost every ACP State is a signatory or member of a Regional Economic Community (REC). Regional reforms are increasingly promoted, as in the case of several policy processes being prepared by the New Partnership for Africa's Development (NEPAD). Therefore, partnership agreements on migration issues with countries and groupings of the North should be negotiated and signed in a regional context, avoiding "bi-lateralisation" practices that can undermine regional integration processes and create unnecessary competition among ACP States.

A good opportunity to assure policy coherence in a multilateral negotiation on migration and mobility issues is the ongoing revision of the Cotonou Partnership with the European Union (EU), which interlocks 105 countries and represents the most advanced and innovative North-South formalised development cooperation arrangement. In the Agreement, the issue of policy coherence is already formalised in Art. 12, "Coherence of Community policies and their impact on the implementation of the Cotonou Agreement." In this context, the revision of Art. 13 on Migration will necessarily imply that mobility becomes an issue that crosscuts all other policies.

Therefore, as part of this revision process, the ACP Group of States aims to make the migration-development nexus more consonant with the achievement of the Millennium Development Goals (MDGs) in a broader regional context, while assuring that individual countries' government specific interests are respected as much as those of individual countries' nationals.

2. BACKGROUND AND CONTEXT

For the purpose of this paper, and as general 'whole ACP Group approach,' policy coherence in the field of migration and development is defined as "the pursuit of win-win-win opportunities for host and sending countries and the migrants, through the systematic promotion of mutually reinforcing policies in all areas, as well as the promotion of specific synergies between migration and development policies." Corollary to this definition is that of internal and intra-country institutional coherence, meaning "the establishment of organisational responsibilities and focal points across government departments and agencies and regional organisations, for ensuring a high degree of policy coherence in the field of migration and development."

Addressing issues of policy and institutional coherence implies the recognition and identification of persistent discrepancies or non-convergent interests between the governments of migrant sending and receiving countries, and between the perceived and actual needs of native and migrant populations. Acknowledging and addressing these issues is implied in Art. 12 of the Cotonou Agreement, but it would also create a more favourable environment for the second general revision, in particular of Art. 13 on Migration.

In the case of the European Union (EU), our main partner, these challenges are exacerbated by the presence, on the one hand, of discrepancies between European Commission (EC) declared policy goals (strengthening the linkage between migration and development) and EU Member States' individual sovereign interests (securing borders, curbing illegal migration and assimilating the foreign-born), and, on the other, of the perseverance of conflicting perspectives among EC General Directorates' agendas (achieving MDGs while promoting skilled migration, promoting circular migration while establishing temporary entry schemes, promoting regional dialogue while pushing for bilateral agreements, etc).

Other important institutional incoherencies exist among organisations like the WTO, the IMF and the World Bank. In the case of agricultural products in which poor countries have a comparative advantage, WTO rules may allow considerable "policy space" to protect domestic production, but at the same time the IMF or the World Bank might strenuously oppose the use of supports on the grounds that they violate fiscal discipline.

Other forms of institutional and policy incoherence persists in both sending and receiving countries. For example, discrepancies exist between donors' interest in stimulating linkages between migration and development through aid in areas of emigration, and the relative wealth of these areas due to remittance inflows. Overseas Development Assistance (ODA) should not serve the double purpose of a migration management and poverty reduction tool, since the vast majority of migrants moving towards Northern countries originate from medium-income developing countries whereas ODA specifically targets the least developed countries. Therefore, investing in migration management would divert important funds from areas / countries that are more in need of aid for poverty alleviation.

Another very important discrepancy exists between measures addressing the lack of skilled labour in strategic sectors in developing countries—such as health—and the practice of recruiting health professionals from those countries. Considering that the current number of doctors and nurses trained in many African countries is not sufficient even in a zero-migration scenario, the concept of an ethical recruitment policy is an oxymoron. South Africa alone estimates its net training loss for health professionals at USD1 billion so far, and notes that the number of health professionals leaving the country since the introduction of ethical codes of conduct for recruitment has quadrupled. Furthermore, the steady migration of health workers to a flourishing number of private foreign-owned clinics in African countries, contributing to the skills drain without leaving the country, goes largely unnoticed.

Important non-convergent interests also exist between developed countries' subsidies for agricultural commodity exports and developing countries' efforts to promote rural development as a measure for creating employment opportunities. Important non-linear interests exist, for example, in the fishery sector. Currently, developed country fleets can catch surplus fish stocks in developing countries' coastal waters in exchange for payments to the developing countries. However, these payments are based on the vessel tonnage rather than fish quotas, which can prejudice the sustainability of those fish stocks and the livelihoods of artisanal fishers. This discrepancy is aggravated by limited enforcement of developed countries' restrictions on illegal trawlers, and the failure to patrol the same maritime areas to stop human smuggling by displaced artisanal fishermen from developing countries.

The ACP Group highlights the fact that ACP countries receive substantial amounts of aid but not other complementary flows of trade, investments or remittances from developed countries, which substantially limits the possibility of exploiting the synergies among various policies. Aid, therefore, works as a compensatory measure but has no synergic effects with other flows.

Currently all these elements are sources of institutional and policy *incoherence* which we, the ACP Group of States, note and will address in the framework of the capacity and institutional building component of the intra-ACP Migration Facility, since policy coherence also depends upon initiatives by ACP migrant-sending countries.

Finally, the ACP Group notes that there are also discrepancies in analytical frameworks as well as misleading dichotomous concepts, which are widely used today in the analysis of migration processes and in defining policies so as to reduce complexity. For example, the distinction between sending versus receiving countries (when most countries both send and receive migrants), permanent versus temporary migration (when most "permanent" migrants return to their countries of origin or move on to other countries and many "temporary" migrants overstay unauthorised for long periods of time), or productive versus non-productive utilisation of remittances (when investments or consumption in health and education contribute to human capital formation).

The lack of data and analysis is, indeed, another overwhelming issue affecting policy coherence in this field. For example, despite the increasing attention given to the brain drain in ACP countries, the field is notable for a lack of sound information on which to base policies that might impact positively on the poor. Given that one of the aims of the recently launched intra-ACP Migration Facility is to build regional analytical and statistical expertise on migration and mobility flows, and about migration-related issues in ACP States, these challenges are being addressed and require coordinated efforts at the regional, intra-regional and international levels.

As part of the intra-ACP Migration Facility funded under the 9th EDF, technical assistance to ACP regional and national institutions will be offered to support policy decisions in ACP states and regions, with a view toward mandating regional institutions and pilot country ministries to coordinate national and regional exchanges about the "Migration and Development Nexus." With support from the Facility's capacity building component, conditions will be created that are conducive to better coordinating the consultations with all stakeholders at the national and regional levels, including consultations with civil society actors to assure that policy coherence is achieved through the inclusion of all parties' interests.

In the following section we provide an account of ongoing policies, practices and projects in ACP states, regions and partner countries from which lessons can be learnt.

3. POLICY AND INSTITUTIONAL COHERENCE AND RELATED DATA AND RESEARCH

POLICY AND INSTITUTIONAL COHERENCE PRACTICES

Coherent and informed "migration and development" policies require solid data collection practices, on the one hand, and substantial political will and commitment from all governmental stakeholders, on the other. Institutional coordinating mechanisms are indispensable for policy coherence, along with appropriate measures to support capacity building, eliminate institutional bottlenecks and evaluate the results of policy coherence

efforts. The ACP Group of States is reinforcing these capacities by means of institutional and capacity building programmes to be deployed as part of the intra-ACP Migration Facility of the 9th EDF.

If we look at how migration is integrated into Poverty Reduction Strategy Papers (PRSP) and followed up in their Progress Reports, we find significant policy coherence in ACP countries. In the ACP countries for which those strategic documents are available (39 out of 79 countries), the following common features emerge:

- In the majority of countries, national development strategies take account of both internal and international mobility as a development factor. Internal migration is often considered an issue that has both positive (increasing productivity in the service sector propelled by rural migration) and negative (increasing pressures on water and sanitation systems, land, and housing in urban areas) dimensions and, depending on the specific context, related measures have been devised and budgeted accordingly. International migration is also analysed in terms of positive (remittances, social capital formation, enterprise creation, macroeconomic stability) and negative (dependency, brain drain) dimensions.

- In countries with significant Diasporas abroad, specific analyses and measures are contained in the documents (Burkina Faso, Cape Verde, Côte d'Ivoire, Dominica, Ethiopia, Ghana, Haiti, Liberia, Rwanda, Senegal, Timor-Leste, etc). In the case of Cape Verde, Diaspora groups were also invited to participate in the preparation of the PRSP.

- Measures to promote the export of labour are not well developed in the PRSPs. In a few cases where migration is mainly regional and less intercontinental, labour export is considered as a complementary and transitional strategy for achieving endogenous and less dependent development processes. A notable example is the analysis of the Burkina Faso Government's development strategy.

- In countries recently affected by conflicts or environmental issues, the focus of the PRSPs is on the management of refugees and internally displaced people. Measures providing social protection to vulnerable groups are integrated into development strategies and are budgeted (Burundi, Central African Republic, Chad, Democratic Republic of Congo, Djibouti, Liberia, Republic of Congo, Sierra Leone, Senegal, Timor-Leste, and Zambia).

- Environmental issues and risks are also analysed in terms of mobility. Migration represents both a threat to fragile ecosystems and is also a consequence of degradation (Cape Verde and Comoros). Changing environments and traditional practices are also examined in relation to mobility and social impact in the documents from Chad and the Democratic Republic of Congo.

- Economic restructuring is analysed in terms of its effects on human mobility. The reorganisation of the mining sector in Zambia is a good example of internal movement associated with changing sector dynamics. In some recent Progress Reports, restructuring due to global financial, food and energy crises is also analysed in terms of impact on migrant employment, remittances, etc. (Haiti, Cape Verde, Comoros, Dominica and Ghana).

- Health concerns are also analysed in most papers in relation to migration dynamics, especially regionally and in transborder areas with respect to HIV/AIDS. Otherwise, the main concern in regard to the health sector is the so-called brain drain of health professionals (Côte d'Ivoire, Cameroon, Comoros, Dominica, Haiti, Nigeria and

Zambia), and measures designed to retain health workers or to make the sector more attractive.

- Demographic issues, especially the growing youth population, are addressed in terms of employment and migration. These are considered some of the thorniest challenges (as in the Mali strategy). Measures are designed to improve employment opportunities at home and inform youth about risks associated with international migration (namely in the case of Senegal).

On the side of institutional coherence, a better picture will only be possible when specific, in-depth, migration profiles are developed in each ACP State. It is therefore essential that issues such as institutional set-ups across government departments and agencies for purposes of policy coordination, and the crosscutting integration of mobility issues into policies are thoroughly analysed, instead of limiting analysis to a snapshot of who does what.

RESEARCH ON ECONOMIC COSTS & BENEFITS OF MIGRATION, HUMAN CAPITAL FORMATION, SOCIAL LOSSES AND CULTURAL GAINS

Data on migration issues are often biased by ideological interests. Difficulties in calculating unauthorised migrants, the lack of surveys allowing for comparative analysis in between censuses, uncoordinated methods of data collection in sending and receiving countries, selective collection of country data, the lack of updated historical series, etc., significantly undermine policy development in this area. While this process of harmonisation and consolidation is necessary, evidence-based policy cannot wait for it to occur, and alternative qualified methods need to be developed. A cost-effective solution, especially for developing countries, would be to improve and systematise qualitative data collection methods, combine them with selected quantitative data, and establish common frameworks and indicators.

The resource-based approach proposed in the ACP Group of States' "General Position Paper on Migration and Development" at this Forum can serve as the underlying basis for developing sound and cost-effective analytical frameworks, especially valid for voluntary (i.e. non-forced) types of migration.

The transnational dimension of migration has shown the need for a dynamic approach that takes account of the flows of migrants' economic, social, cultural and human resources. The circulation of these resources within established geographical corridors is instrumental to enlarging the range of individual and community choices and, consequently, human development. Conceptually, this approach favours a positive attitude towards migration and its impact on development.

The "migration corridor" approach includes analysis of migrant resources, and their accumulation, utilisation and interrelations with structural factors, between two countries. For example, a policy addressing the needs of migrants in historically established corridors, where migrant communities are well-settled and integrated, would necessarily need to be different from a policy addressing the needs of migrants moving into newly established corridors, where social networks are thinner and access to relevant information more limited. Just to give an example, in the former case it would be more important to focus on engaging with established diaspora formations, whereas in the latter it would be more important to focus on measures enabling newly arrived migrants to reduce their vulnerability by means of welfare policies. Other migrant resources can be considered in a similar manner. Targeting policies in this way would limit the risk of adopting incoherent "one-size-fits-all" measures. This approach basically expands on the approach to "remittance corridors" developed by the World Bank, by including other flows of migrant resources, and especially by considering the interrelationships between structural factors, resource flow dynamics, and migrants' agency.

The intra-ACP Migration Facility Observatory, connecting the six ACP Regions, 12 Pilot Countries and a substantial number of research institutions in all ACP countries, will contribute to strengthening analytical capacities in a timely and relevant fashion, by means of innovative analytical and methodological frameworks that are more time and cost effective. Currently, there are some notable experiences whose efforts can be mentioned as good practices in collecting and analysing migration data from a "migration corridor" perspective, and that could be strengthened by the Observatory through harmonising approaches, data sources and indicators.

The Southern African Migration Programme (SAMP) is an international network of organisations founded in 1996 to promote awareness of migration-development linkages in the Southern Africa Development Cooperation (SADC) region. SAMP conducts applied research on migration and development issues in specific Southern Africa corridors, looking especially at human capital formation (labour migration, brain drain), cultural capital formation (intercultural dialogue), social capital formation (transnationalism in the region), and economic capital developments (remittances) from a regional perspective, using case studies of bilateral migration corridors (Lesotho-South Africa, Zimbabwe-South Africa, etc). SAMP is also establishing an electronic Migration Data Observatory for the SADC region which will be accessible from its website, and it has contributed to the "Migration Dialogue for Southern Africa (MIDSA)." SAMP was funded by the Canadian International Development Agency (CIDA) until 2005. It is currently funded by the UK Department for International Development (DFID). SAMP has also received individual project funding from the UNDP, UNESCO, ILO, IOM, the Bureau for Population, Refugees and Migration, the Global Commission on International Migration (GCIM), and the South African government.

Another important regional initiative is the Observatory of Caribbean Migrants (OBMICA), providing research on social, cultural, human and economic capital formation and utilisation in the Caribbean, with a particular focus on the Haiti-Dominican Republic migration corridor. The Observatory was set up in 2008 as an initiative of the Latin American School of Social Sciences-Dominican Republic (FLACSO-DR) and the Centre for Social Research and Studies (CIES) of the Ibero-American University (UNIBE), with initial funding from Norwegian Church Aid and the government of the Dominican Republic.

In the West Africa region, a notable initiative is the Sahel and West Africa Club SWAC/OECD, established as a semi-autonomous initiative under the OECD and managed by a Secretariat. The SWAC/OECD reviews migratory policies, generates strategic thinking on various aspects of the regional integration process, and is working to create a Regional Observatory on "Migration" in Western Africa. Research by SWAC bridges macro-level analysis of intra-regional flows of people and resources, and micro-level analysis of mobility in transborder regions by looking at social, economic, skills formation and cultural factors. The work of SWAC/OECD contributed to the formulation of a Joint ECOWAS Approach to Migration that promotes the free intra-regional movement of persons, and supported the negotiations during the EU-Africa Dialogue on Migration and Development.

4. REGIONAL AND INTER-REGIONAL ACTIVITIES

REGIONAL COORDINATION

Policy coordination at the regional level is undertaken in the framework of the "Migration Dialogue for Southern Africa (MIDSA)," coordinated by the IOM. The project's aim is to facilitate regional dialogue and cooperation on migration policy issues amongst the

governments of the Southern African Development Community (SADC). The overall objective is to facilitate regional co-operation in migration management by fostering greater understanding of migration and strengthening regional institutional and personnel capacities. The Forum created through the MIDSA process works to achieve the following specific goals:

- To foster co-operation among SADC Member States on migration-related issues, enhancing their capacity to manage migration within a regional context.

- To contribute to an increased awareness amongst SADC officials and policy makers of the role of migration in the region's social and economic development, and to ensure that orderly migration is perceived and used as a positive factor in the development process.

- To help develop regional institutional capacities to deal with the challenges of migration management, and strengthen the capacity of governments to meet these challenges in a cooperative and knowledge-based manner.

- To enhance the understanding of officials and policy makers of the causes, dimensions and impact of migration in Southern Africa.

- To promote dialogue and interaction between governments and other agencies and institutions with migration-related interests and expertise.

- To deliver technical co-operation and training to build capacity for migration management, information sharing and research, and information dissemination activities.

- To enhance the capacity of SADC countries to collectively manage migration, including substantial progress towards harmonised systems of data collection and harmonised immigration policy and legislation.

The Pacific Islands Forum countries (P-ACP) are also coordinating activities for temporary migration schemes within the region and beyond. In order to ensure sustainability and maximum benefits for the members of the P-ACP, the Secretariat is supporting policy discussion, formulation and negotiations. Various directives have been issued by leaders of the Pacific Islands Forum, leaders of the Small Island States (SIS), trade ministers of the Pacific ACP (P-ACP), and Forum economic ministers. On 26th October 2006, at the Thirty-Sixth Pacific Islands Forum, the Kalibobo Road Map was approved, which included an initiative to "integrate trade in services, including temporary movement of labour, into the Pacific Island Countries Trade Agreement (PICTA) and the Economic Partnerships Agreement (EPA)." Discussions and negotiations at the regional level have led to the promotion of guest worker schemes between New Zealand and Australia and several countries. The Secretariat has also supported a feasibility study for developing a caregiver training programme for the Solomon Islands, to explore employment opportunities for its youth in the Canadian aged-care market, as a means of assisting the country's economic recovery. The Forum Secretariat is now seeking funding from potential donors or stakeholders for initiating the pilot project at the Seventh Day Adventist Nursing College, in Atoifi in eastern Malaita, Malaita Province, Solomon Islands. Furthermore, P-ACP trade ministers regularly meet to discuss ongoing bilateral discussions with selected EU Member States, and the development of other parallel activities related to the temporary movement of people in the Pacific region.

Ongoing dialogue and discussion about migration issues are also undertaken at the level of the African Union (AU). A Strategic Framework for a Policy on Migration in Africa was developed, especially in light of the pressing issue of African expertise recruitment by developed countries. The African Union's Framework suggests countering the exodus of skilled nationals by "promoting the New Partnership for Africa's Development (NEPAD) strategy for retention of Africa's human capacities [and] targeting economic development programmes to provide gainful employment and educational opportunities to qualified nationals in their home countries."

5. SUGGESTIONS AND PROPOSALS TO POLICY MAKERS

RECOMMENDATIONS TO SUPPORT POLICY AND INSTITUTIONAL COHERENCE

- Policy incoherence in key fields such as health, the fishing industry, agriculture and trade must be addressed in a timely fashion. ACP skilled health workers are mostly moving to the EU and North America countries, and measures to attract them back home are rather limited and costly. Policy incoherence should be penalised with compensation measures for affected sectors and interest groups.

- "Migration and Mobility" focal points should be established to strengthen institutional coherence at the ACP countries and regions levels. Each individual government department should assign responsibility to an administrative unit or person for promoting the integration of mobility-related issues across policies. High-level backup of the focal points is needed to avoid further administrative inertia in government offices.

- Fishery agreements between developed countries and coastal ACP states need to be reviewed in light of previous negative experiences that have displaced local jobs and indirectly stimulated unauthorised migration flows. Other measures adversely affecting traditional, labour intensive sectors should be removed.

RESEARCH AND DATA

- Given the current constraints in data collection, analysis and dissemination at the level of the ACP Group of States, the development of time and cost effective research and analytical frameworks is essential. The "migration corridor" approach, including analysis of the four dimensions of human mobility (human, social, economic and cultural capital) proposed by the ACP Group of States' General Position Paper, can be further explored within the intra-ACP Migration Facility Observatory component.

- Appraise and strengthen existing research capacities at the ACP regions level by identifying ongoing projects, methodological approaches and initiatives that can be coordinated and harmonised in a common ACP Group approach to migration and mobility studies.

REGIONAL COORDINATION

- Ongoing regional efforts aimed at coordinating development-friendly migration policies and migration-friendly development policies should be supported as an alternative to bilateral negotiations, which create unnecessary competition among ACP countries.

- Policy coherence needs to be achieved in a multilateral setting involving relevant regional groupings. The ongoing revision of the Cotonou Agreement is pivotal for making human mobility a crosscutting issue in all policy areas, and for identifying complementarity and substitutability between policy vectors.

- Although not mentioned in this paper's analysis, an important aspect of the multilateral dimensions of ongoing negotiations between ACP regions and the EU is multilateral trade negotiations such as those encompassed in the Economic Partnerships Agreements, which represent an important opportunity for addressing workers' mobility (GATS Mode 4), regardless of skill levels.

6. CONCLUDING REMARKS

Reforms aimed at institutional and policy coherence depend upon political circumstances at the country and regional grouping levels. However, negotiations and consensus building among various parties whose interests are not always convergent is a key element in this process, along with increasing the flow of effective and relevant communication among multilateral institutions, aid agencies, foreign and economic ministries and civil society. This forum provides a good opportunity to informally convey individual country and grouping interests and find joint solutions.

The ACP Group of States is aware that in the process of improving policy coherence, losses and gains are unequally distributed. We therefore believe that in the short-run, compensation (political or economic) must be generated for those who stand to lose from changes.

However, since the ACP Group of States strives to create a human mobility framework in which the benefits outweigh the costs and in which fundamental freedoms are respected, we believe that policy and institutional coherence can only be achieved in the long-run by creating an overarching global consensus on mobility that views it, first and foremost, as a livelihood strategy.

If mobility truly contributes, as the ACP Group believes, to improving people's capabilities as much as education and health—which are key to enlarging individual choices so that lives worth living can be lived—then the inclusion of free and secure human mobility among the Millennium Development Goals should be pursued, and policy coherence on this point should be reached.

Questions to guide the RT discussion:

1. *What short-term compensation measures can be established to buffer the negative impact of developed countries' incoherent trade, investment, migration, aid, environment, etc. policies?*

2. *What level of coordination between the ACP Group of States and its main partners is required to ensure institutional and policy coherence in the field of migration and development?*

3. *What types of variables can be included in the analysis of human, social, cultural and economic capital formation and mobilisation within bilateral migration corridors? What corridors should be prioritised in the analysis of migrant resource flows?*