

OFFICE OF THE INSPECTOR GENERAL

EVALUATION OF THE MIGRATION FOR DEVELOPMENT IN AFRICA (MIDA) INITIATIVE  
AS AN ILLUSTRATION OF IOM'S APPROACH TO MAKING MIGRATION WORK FOR  
DEVELOPMENT

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IOM International Organization for Migration

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## EXECUTIVE SUMMARY

For years, organizations, governments and researchers have been studying the migration and development nexus. Since the 1980s and 1990s IOM has been implementing programmes focusing on the issue with research work on the role of remittances in Latin America, with the Return of Qualified Nationals programmes in Latin America and Africa, with community post-crisis stabilization programmes, and since 2001 through the Migration for Development in Africa (MIDA) initiative as well as with other specific programmes focusing on labour migration and diasporas in Central America and Asia. In 2005, the UN Secretary General launched an initiative discussing the link between migration and development that culminated in the organization in 2006 of the UN *High Level Dialogue on International Migration and Development (UNHLD)*. Speakers in the debates highlighted the role that IOM plays in the field of migration and its growing importance as an international organization. As a follow-up to the UNHLD, the Belgian Government organized a states-owned, states driven Global Forum on Migration and Development in July 2007.

In the discussions surrounding the growing interest in the migration and development nexus, a few IOM Member States said that the Organization should not be engaged in programmes focusing on development since it was not a development agency, while others believed that the question was not whether or not IOM would become a development agency but how migration management could contribute to development. A debate also arose around the real impact of migration on development and in particular on the impact of the MIDA. In order to contribute to the analysis of IOM's migration and development work, the Office of the Inspector General conducted a thematic evaluation of the MIDA initiative *"as an illustration of IOM's approach to making migration work for development"*. The main objective of the evaluation is: *"To evaluate the relevance and overall performance, mainly in terms of impact on and contribution to development, of projects, programmes, approaches and concepts referring to Migration and Development with a special focus on the MIDA initiative as an illustration of IOM's work in that field. Analysis will also cover IOM's effectiveness in elaborating innovative strategies and proposing new fields of activity as well as its collaborative efforts with various partners working in the same area"*.

The evaluation clarifies first what both notions of development and migration imply and what may be understood of their nexus. A broad definition of development is used for the analysis, as well as references to other related concepts such as poverty alleviation, wellbeing, growth and progress. The Millennium Development Goals are also used as references. All those definitions and approaches confirm the complexity of development, with its various categories such as economic development, social development, human development, community development or co-development, and the need to approach it systematically when linking it to migration. The report examines the migration and development nexus through various approaches ranging from an individual perspective to a broad geographical description of development and migration (South/South, South/North, North/South, North/North).

The evaluation analyzes the relevance of the Migration and Development nexus to IOM's mandate, the effectiveness of IOM's projects and programmes as a contribution to development, including discussions on the basic conditions for effective implementation, and makes an analysis of what measuring the impact of migration on development and its sustainability implies. The report concludes that IOM activities in the field of Migration and Development are relevant to the IOM mandate, in particular to its Constitution and to the new strategy document adopted by its Member States, and that the Organization can play a more proactive role in the migration and development fields, however with clear requirements for collaboration with various international and regional partners specialized in development, such as the World Bank, UNDP, regional development banks and institutions, and the private sector. Even if migration represents only a small percentage of the overall contribution to development in the world, governments and organizations consider it more and more as an important element with a high level of political and emotional sensitivity.

The effectiveness of IOM's projects and programmes is examined through four major areas of the Organization's work linked to development: (i) brain drain/brain gain and skilled migration, (ii) diasporas, investments and remittances, (iii) labour migration and development, (iv) technical assistance and other types of projects. Concerning the first area, IOM's expertise, including with MIDA, is noted and the evaluation concludes that the projects and programmes can be effective tools for development under precise conditions, in particular the proper identification of needs. An effective contribution to reconstruction in post-crisis situations through returns of qualified nationals (temporary and permanent) is also confirmed.

On the second area, the report notes the increasing interest in diasporas considered as agents of development through remittances and investments in countries of origin. An effective implementation of programmes in that area also requires an appropriate assessment of the diasporas, of their capacity to invest, and of the investment climate and opportunities in the country of origin. The report recommends continuation of the researches that IOM conducts for mapping the diasporas and their potential as investment partners. It encourages stronger collaboration with governments and other development bodies such as the World Bank and IFAD presently launching new initiatives in the field of remittances and investment projects.

Concerning labour migration, the report suggests a continuing focus on the management of organized labour migration and to include a development component in activities when relevant, as is the case with the labour migration projects being implemented between Guatemala and Canada. But labour migration does not systematically require a strong link with development prospects; as the recently adopted strategy document says: The primary goal of IOM is to facilitate the orderly and humane management of international migration.

The fourth area includes capacity building projects and researches where IOM has gained a recognized expertise. A new area that deserves special attention within MIDA is the active promotion of the inclusion of migration into the Poverty Reduction Strategy Papers of developing countries. The evaluation strongly recommends increasing efforts at such levels of capacity building activities. Concerning other IOM projects including a development component, the work in post-crisis situations for the development of communities affected by significant returns and subject to economic pressures, with migration remaining often the only solution for their population, deserves continued attention and should be promoted as a longer term community development alternative.

In the analysis of the impact of migration on development, the evaluation draws attention to the different levels of impact related to the numerous approaches of development: the impact on the wellbeing of the migrant, on the wellbeing of the migrant's family in the country of origin, on poverty alleviation of the community of origin through remittances or small investments, on economic growth in developed countries through the work of the migrants, on the economy of the developing country at macro-level, for instance through the investments by diasporas, or the impact on social and cultural development.

The report notes that measuring some of those impacts are not cost-effective, requiring time and high investments, and that working on the effectiveness with verified hypotheses, such as that brain drain affects development, can be as informative and relevant. Previous evaluations of MIDA projects also showed interesting unexpected impacts that should be highlighted, such the spontaneous implementation of co-development projects in recognition of the migrants' contribution to the host country's economy. The report recommends however that IOM examine the possibility of identifying impact indicators for its projects and programmes with a development component. Regarding sustainability, the report concludes that investing in guaranteeing sustainability deserves proper assessment before implementation of projects.

## 1. INTRODUCTION

### 1.1 THE MIGRATION AND DEVELOPMENT NEXUS IN IOM: HISTORICAL BACKGROUND

The UN Secretary General launched an important initiative in 2005 discussing the link between migration and development that culminated the UN *High Level Dialogue on International Migration and Development* in September 2006. Speakers in the General Assembly debate also highlighted IOM's central role in the field of migration and its growing importance as an international organization.

IOM, as well as universities, organisations, governments and researchers, have for years been discussing the migration and development nexus and IOM has been implementing programmes focusing on this specific issue. Here are some examples: in the 1980s with research work on the role of remittances in Latin America, in the 1980s and 1990s with the Return of Qualified Nationals programmes in Latin America and Africa, with the objective of contributing to the development of countries of origin by reversing the brain drain, again in the 1990s with community stabilization programmes in post-crisis situations, and since 2001 through the Migration for Development in Africa (MIDA) initiative and programmes focusing on labour migration and diasporas in Central America and Asia.

The IOM MIDA concept is presented as a capacity building programme whose main purpose is to promote development goals through the participation of African diasporas. This approach builds on IOM's expertise gained through the Return of Qualified African Nationals, but goes beyond the return and reinsertion of qualified nationals in their country of origin; it is also intended to mobilize the skills and financial resources of African diasporas for investment and development in Africa. MIDA no longer necessarily entails the systematic return of migrants; rather it envisages wider approaches and formulas compatible both with their desire to contribute to the development of their country of origin and, potentially, their wish to retain a connection with their host country. IOM proposed another initiative in 2006 focusing on the labour migration axis by maximizing the societal and human development potential of global labour mobility, the *International Migration and Development Initiative* (IMDI).

In recent discussions at the IOM Governing Bodies Sessions, a few Member States felt that IOM should not implement programmes focusing on development since it is not a development agency. Others believed that the question was not whether or not IOM would become a development agency but how migration management could contribute to development and said that IOM should continue to be active in that field. Apart from its theoretical dimension related to IOM's mandate, such discussion also has practical implications as it could open doors to funding from ministries and entities in charge of development among the donor Member States and encourage IOM developing Member States to include references to migration in their development strategies. Being recognized as an effective partner in development could also help IOM to reinforce its current collaboration with UN Agencies, Funds and Programmes whose mandates focus on development work, such as UNDP, the World Bank and the International Fund for Agricultural Development (IFAD).

Another important debate arose at the same time around the actual impact of migration on development and of the various initiatives implemented to date by IOM, particularly MIDA. The impact issue is becoming increasingly prominent within the discussions following up the UNHLD and during the Global Forum on Migration and Development held in Brussels in July 2007.

## 1.2 EVALUATION METHODOLOGY

The Office of the Inspector General (OIG) decided to conduct a thematic evaluation of IOM's approach to making migration work for development in order to provide an analysis of its contribution. The OIG proposed to focus the evaluation on practical experiences such as MIDA as an illustration of the complex nexus between migration and development and as a way to keep the report centred on IOM's work and mandate. The MIDA concept includes the management and use of remittances, the return of qualified nationals, capacity building on migration management, transfers of skills (virtual or through circular migration) and labour migration. The main objective of the evaluation, as stated in the terms of reference,<sup>1</sup> is:

*'To evaluate the relevance and overall performance, mainly in terms of impact on and contribution to development, of projects, programmes, approaches and concepts referring to Migration and Development with a special focus on the MIDA initiative as an illustration of IOM's work in that field. Analysis will also cover IOM's effectiveness in elaborating innovative strategies and proposing new fields of activity as well as its collaborative efforts with various partners working in the same area.'*

The evaluation first presents definitions of the notion of development and what links it has with migration. It also describes the various initiatives of IOM within that framework, including the MIDA concept. Under Section 3, the report analyses the relevance of the concept of 'Migration and Development' to IOM's mandate, including from the viewpoint of other international declarations, conferences and initiatives, such as the UNSG's 2006 report *International Migration and Development* and the Millennium Development Goals. An analysis of the effectiveness of IOM's various approaches as a contribution to development then follows, taking into account the benefiting countries' needs and development strategies and the migrants' expectations. The evaluation also analyses the requirements for measuring the impact of IOM initiatives on development and its feasibility in view of financial and other potential constraints. In the same section the report briefly identifies the fields of activity where IOM has a comparative advantage, the collaborative efforts necessary for an effective implementation of its programmes and projects and makes suggestions for the sustainability of its various initiatives when applicable.

The methodology mainly consisted of an extensive document review, a written questionnaire to selected IOM missions that have implemented projects with a development component, and of a series of interviews inside IOM.<sup>2</sup> The document review included IOM Governing Bodies documents, strategy papers, concept papers, programme and project documents, memoranda of understanding with governments and UN partners, exchanges with migrant associations and the private sector, research papers from various sources, some of them from the 1980s and 1990s, and conference reports, all focusing on the Migration and Development nexus. Documents on development, such as the UNDP Human Development reports, papers on the Millennium Development Goals and World Bank World Development reports were also consulted. Two joint evaluations and one internal evaluation of MIDA programmes and evaluations of IOM Return of Qualified Nationals programmes in Africa and elsewhere were also used as references.

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<sup>1</sup> See Annex 1

<sup>2</sup> See Annex 2 for further references

## 2. MIGRATION AND DEVELOPMENT: TWO BROAD CONCEPTS

The complexity of migration is well known in IOM and among its Member States; there is no need to discuss it in great detail. The interest lies more in the implications of the development world when linked to migration and to what extent and how both concepts are related, in particular in IOM activities.

### 2.1 THE DEVELOPMENT WORLD AND MIGRATION

An interesting and comprehensive definition of development found during the documentation review is from a prominent expert in that field:<sup>3</sup>

*'The basic purpose of development is to enlarge people's choices. In principle, these choices can be infinite and can change over time. People often value achievements that do not show up at all, or not immediately, in income or growth figures: greater access to knowledge, better nutrition and health services, more secure livelihoods, security against crime and physical violence, satisfying leisure hours, political and cultural freedoms and sense of participation in community activities. The objective of development is to create an enabling environment for people to enjoy long, healthy and creative lives.'*

Development is therefore not only about growth and other economic factors; the recent international initiative of the Millennium Declaration, which led to the adoption of the UN Millennium Development Goals (MDG)<sup>4</sup>, also goes far beyond more traditional social and economic data. The goals illustrate what must be achieved in line with the above definition of development and precise criteria and units of measurement are available to monitor and evaluate them. Social, economic, health, environmental, political and human data, targets and indicators are used to determine the level of development of a country (and if it is still part of the broad category of 'developing countries') and they define if, how and in which sector, development assistance is still needed. The variety of sub-categories commonly used, such as economic development, social development, human development, cultural development, co-development, community development, sustainable development also illustrates the complexity of the concept.

Another dimension of development concerns the notion of poverty alleviation or more idealistically, poverty eradication. While development encompasses various sectors and the measurement of its level requires complex systems and models, poverty alleviation centres on individuals and is commonly measured through the level of income per day as mentioned under the first goal of the MDG. Other notions linked to development are the wellbeing of a given population and the progress, which today raises questions on its relevance to development and poverty eradication. The definition given by US President F.D. Roosevelt in 1937<sup>5</sup> clarifies, however, the link between progress and development: *"The test of our progress is not whether we add more to the abundance of those who have much; it is whether we provide enough for those who have too little"*.

In the UN Secretary General's report *International Migration and Development* of May 2006, the summary text of the cover page refers to 'co-development', a concept gaining in

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<sup>3</sup> From Mahbub ul Haq in <http://hdr.undp.org/hdr/> - UNDP Human Development Report 2006

<sup>4</sup> The goals are : 1) Eradicate extreme poverty and hunger ; 2) Achieve universal primary education; 3) Promote gender equality and empower women; 4) Reduce child mortality; 5) Improve maternal health; 6) Combat HIV/AIDS, malaria and other diseases; 7) Ensure environmental sustainability; 8) Develop a global partnership for development.

<sup>5</sup> In UNDP Human Development Report 2005, p. 16

importance in the debate on development, especially in developed countries. It can be defined as *'the coordinated or concerted improvement of economic conditions in both areas of origin and areas of destination based on the complementarities between them'*. The full text of the report discusses also development but co-development appears as central to the overall discussion. A similar concept is 'decentralized cooperation', which the European Union has been promoting since 2000 and which can be briefly defined as follows: *'the implementation of development cooperation initiatives by local or decentralized authorities and with the support of civil society in the territory concerned, with similar administrative entities in the countries in development, promoting the participation of civil society for the sustainable development of their territory'*.<sup>6</sup> One of the components of the MIDA includes co-development and decentralized cooperation.

The first sentence of the definition of development above is interesting for describing the dynamics which can also be found behind the migration and development nexus: *'The basic purpose of development is to enlarge people's choices. In principle, these choices can be infinite and can change over time'*. People's choice (or lack of choice) is an important driving force behind the decision to migrate. That decision is taken by the migrants to enlarge their own choices, to open new opportunities, often in a completely different country. Even in the case of trafficking or smuggling of migrants, the choice for new economic, social, cultural and personal development is the starting point. As quoted in the World Bank's *World Development Report 2007*:<sup>7</sup> *'People will decide their lives, People will identify their problems, People will lead to self-help, People will share the fruits'*. If the basic purpose of development is to enlarge people's choice, then migration is perceived by migrants as a strong alternative and means for development; this is within the individual dimension of the migration and development nexus, centred on individual wellbeing and immediate poverty alleviation.

The other dimension, which could be called the global dimension of development versus the individual dimension, mainly concerns political, social and economic management, with migration being one of its numerous elements: what are governments doing to enlarge their people's choice, including the choice to migrate or not. The question leads to the sensitive debate on migration management and its benefits on development. On the country of origin's side, migration can be perceived for instance as one of the means to diminish the pressure of high unemployment rates, and for the receiving developed countries, it could help sustaining existing economic levels and social benefits for instance, such as the contribution to retirement schemes in countries with ageing populations and limited young labour forces, or in stabilizing populations in big cities with all its economic benefits.<sup>8</sup>

Four geographical categories can facilitate the analysis of those different perceptions of the migration and development nexus, holding varying levels of interest and sensitivity for policy makers:

- migration between developing countries (south-south migration) representing the highest proportion of migrants among the four scenarios,
- between developing and developed countries (south-north migration),
- between developed countries (north-north migration),

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<sup>6</sup> See IOM, 'Evaluation of the MIDA Italy Project', 2005.

<sup>7</sup> In World Bank, *World Development Report 2007, 'Development and the next Generation'*; quoted from interviews of four young women in Sri-Lanka helping young people in villages to overcome poverty.

<sup>8</sup> The Census Bureau of the US Government noted recently that without the arrival of close to 1 million immigrants (legal and irregular), the New York city metro area would have lost nearly 600,000 people. Similar figures exist for other big cities, for instance Los Angeles would have lost 200,000 and San Francisco 188,000.

- and between developed and developing countries (north-south migration), which is rarely discussed but with its own particularities, including its contribution to development, for instance through private investments.

The above definition of development includes the components of the Millennium Development Goals and the migration and development nexus can be analysed through each of the goals<sup>9</sup>: for instance migration and knowledge/education with its most common example of brain gain/brain drain, migration and health with the spread of HIV/AIDS among and through mobile populations, gender equality and empowerment of women through the management of the feminization of migration process, and migration and environment which provokes concerns about possible negative impacts of global warming on population and on migration.<sup>10</sup> Poverty alleviation is also a main reason behind the decision to migrate: if migrants encounter high levels of poverty in a host country, they have no reason to remain and will try to migrate further or return in their own country. According to the World Bank's *World Development Report 2007*, a study conducted in 1997 on Mexican migrants in the USA estimated that fifty per cent returned within two years and seventy per cent within ten years. Studies conducted in the 1960s and 1970s in the USA, West Germany and Switzerland showed similar results. The choice to migrate to and stay in developed countries does not exclude poverty from the life of migrants; poverty also exists in developed countries and migrants are often among those who face it every day, particularly irregular and newly arrived migrants. Unfortunately, their decision is sometimes reduced to a choice between greater poverty in their country of origin and lesser poverty in the host country.

The migrants represent a small percentage of the world population (around three per cent), but the problem of irregular migration<sup>11</sup> is a sensitive issue that puts migration to the fore in internal political debates. Two extreme political visions are entering into conflict:

- 1) the xenophobic attitudes which perceive irregular migration as one of the most serious problems to be solved, and even as a threat to security, sometimes leading to the establishment of very constraining measures and controls targeting irregular migrants, including in some countries the informal and authorized organization of 'citizen's patrols' tracking the migrants,
- 2) the humanistic attitudes which first consider the migrant as a human being whose irregular situation must be addressed without using coercive measures and without blanket expulsion, recognizing her/his social, cultural and economic contribution to the society where she/he lives.<sup>12</sup>

Political and administrative measures, such as systematic controls at the borders and places where irregular migrants are expected to work, forced repatriations, measures against employers using those migrants, strengthening of asylum seeker and refugee procedures, assisted voluntary returns, amnesty of irregular migrants with the possibility of family reunification, are measures moving between those two extremes, the implementation of which

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<sup>9</sup> Migration is not specifically mentioned in the MDG. That decision had various reasons, in particular that migration still concerns a relatively small percentage of the world population, that it is a cross-cutting or horizontal issue that can be found in each of the goals and that it is so complex that measuring development through a 'migration lens' remains challenging, with varying working hypothesis and conclusions.

<sup>10</sup> For further reference, see for instance: IOM, International Dialogue on Migration Series, 'Mainstreaming Migration into Development Policy Agendas', No 8, 2005.

<sup>11</sup> Undocumented, illegal or clandestine migration describes more or less a similar situation; the word 'irregular' will be used in the report. For further definition see IOM, *Glossary on Migration*, 2004.

<sup>12</sup> States authorize for instance children of irregular migrants to attend school without organizing controls on the status of the family.

depends on many internal factors based on political agendas and on economic and social grounds.

Addressing the root causes of irregular migration through development projects is increasingly considered a valid alternative by governments. However, two main issues impede the financing of such an approach: a) implementation is not taking place in the host countries, being less visible for internal political gains in terms of migration management; b) such projects are still considered as relatively expensive by donors in comparison with other measures to combat irregular migration and their impact on migration is not sufficiently known.

The link between irregular migration and development is as important as with legal migration, and the impact on development and economic growth as effective and in some cases greater. Agriculture in some developed countries would face difficulties without the contribution of irregular migrants and politicians often have no real means to counter it or its economic bargaining weight.<sup>13</sup> Being irregular does not necessarily mean that migrants are exploited: they very often gain more benefits than if they were to take the risk of regularizing their situation. The services, construction and industrial sectors as well as citizens of the host country, also benefit from irregular migration at varying degrees. Irregular migration is by definition or necessity a hidden phenomenon with little reliable data and difficult to analyse.<sup>14</sup> The Italian Government conducted a study on the costs of irregular migration: in 2003 and in 2004, respectively € 164.7 million and € 115.6 million were spent on tackling irregular migration while only € 29 million was spent on the integration of immigrants in 2004.

The flow of remittances from irregular migrants is known to be important but difficult to estimate precisely. The World Bank records for 2006 a total amount of US\$ 268 billion of transfers officially registered, with close to US\$ 200 billion to developing countries;<sup>15</sup> some claim that the figures can be doubled for the unofficially recorded transfers, which may come from either legal or irregular migrants, but certainly more often from irregular migrants because of difficulties, for instance in opening bank accounts. This means an additional USD 200 billion of unrecorded transfers, but others claim that half of the recorded level is a more realistic estimate. Even so, this brings the figure to US\$ 100 billion. Without all those funds, it is estimated that two-thirds of the developing countries from which the majority of irregular migrants come would be bankrupt. There are no estimates of remittances in kind, but they are more usually directed towards the migrants' wellbeing on their return to their country of origin or for their family.

## **2.2 THE MIGRATION FOR DEVELOPMENT IN AFRICA MIDA AND OTHER IOM PROJECTS**

MIDA is a capacity building concept whose main purpose is to promote development goals through the participation of African diasporas. MIDA benefits from the expertise gained through IOM's Return of Qualified Nationals programmes, but is also intended to mobilize the skills and financial resources of African diasporas for investment in and development of the countries of origin.

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<sup>13</sup> Lack of resources to control the phenomenon; difficulty of implementing those controls both on the citizens employing them, advancing the humanitarian needs as a reason justifying the recruitment, and on the irregular migrants; pressure from lobbying groups such as citizens of the host country but originally from the same country of origin understanding better the difficult situation of irregular migrants; or from economic agents because of the damages that an effective policy to counter irregular migration can cause on the pool and costs of available workers.

<sup>14</sup> In the USA for instance, a research conducted in 1997 concluded that 50% of migrants are unauthorized migrants – in *International Migration*, Vol. 37, No 1 Migration and Development, 1999.

<sup>15</sup> The figures do not include remittances from internal migrations, a very important phenomenon in some countries such as India and China.

MIDA originated in November 2000, as contained in a strategy paper *IOM Migration Policy Framework for Sub-Saharan Africa*<sup>16</sup> presented at the IOM Council and describing IOM's strategic responses to migration management in sub-Saharan Africa. The paper covered a broad spectrum of IOM programmes and services, such as technical cooperation and capacity building, labour migration, movement services, emergency response, population mobility and health, counter-trafficking and regional processes. One section focused on the Migration for Development programmes, for instance the Return and Reintegration of Qualified African Nationals, and proposed a new approach in line with the conclusions of the Brain Drain and Capacity Building regional conference in Addis Ababa in 2000. The strategy paper stressed the need to work closely with the private sector and African nationals living abroad.

In April 2001, IOM organized a *Technical Workshop on Migration for Development in Africa (MIDA)* in Libreville, Gabon with high level representatives from 20 African countries. In the subsequent report, MIDA is defined as '*a demand driven capacity building programme. Its objective is the mobilisation or transfer of knowledge, know-how or expertise, financial and other resources of Africans in the diaspora to meet the identified skills needs for development in African countries. MIDA has flexible arrangements that provide various options of skills transfer. These include short-term, sequenced (repeated), tele-working or distance and even permanent transfers*'.<sup>17</sup> The definition clearly identifies the main fields of activity that can be covered by the MIDA programme and implemented either comprehensively or independently. Research can be conducted as capacity building activities, for a more accurate assessment of the situation and distribution of African diasporas, mainly in Europe and the USA. The report also emphasizes that Africans living abroad are contributing to the development of their countries through remittances and that these should be better organized.

The workshop's participants agreed on five recommendations:

- The first insists on the collaboration and partnership required between governments and the private sector and on the role they can play in formulating national policies to use the diasporas as a source for development.
- The second states that ownership of the MIDA programme rests with African countries themselves, therefore requiring their active participation in the promotion of the programme.
- The third confirms the central role that IOM must play for the implementation of the MIDA.
- The fourth recalls that each country should endeavour to identify sources of finance and should launch the necessary procedures to enable the successful implementation of the programme.
- The fifth calls for a formal endorsement of the MIDA programme during the OAU Heads of State Summit in Zambia in 2001.<sup>18</sup> The African diasporas' contribution to the development of its home countries is mentioned in the final Resolution adopted.

In the same year IOM developed the *Migration Development in Africa Programme: General – MIDA*, which was used as a reference for project development. A MIDA brochure was also prepared and has been updated in 2007, building on the experiences of six years' implementation. During that period IOM developed many projects covering different countries

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<sup>16</sup> Document MC/INF/244, 17 November 2000

<sup>17</sup> IOM, Report on the Technical Workshop on Migration for Development in Africa (MIDA), Libreville Gabon, 2001.

<sup>18</sup> *Resolution (Regulation) on Establishment of a Strategic Framework for a Policy of Migration in Africa*, CM/Dec.34 (LXXIV), Council of Ministers, Seventy-fourth Ordinary Session/Ninth Ordinary Session of the AEC, 5-8 July 2001, Lusaka, Zambia.

and presented them to the donor community. Not all received funding. To date, various donors including Belgium, Italy, the Netherlands, the UK and USA (through co-funding) have showed interest in funding MIDA related activities.

IOM has been actively promoting the MIDA approach in international and regional conferences, heads of state and ministerial meetings and other similar events, especially in Africa. In various meetings with IOM, the World Bank and UNDP recognized its potential and described it as an interesting tool for development in Africa. MIDA is a comprehensive programmatic approach for projects and programmes with a development component that IOM has been promoting and implementing around the world since the 1980s and 1990s, and which could be adapted to other regions.

The *IOM Programme and Budget 2007* document contains a section on Migration and Development including MIDA, but listing also other approaches and projects. The internal survey conducted within the evaluation confirmed the different categories of projects and programmes considered as congruent with the migration and development nexus and they can be summarized as follow:

- Technical cooperation, including research and information, for assisting governments of the countries of origin and host countries in managing migration for development, particularly in organizing stronger collaboration with the diasporas as a development force for the country of origin and between the private and public sectors;
- Transfer of skills through permanent or temporary return and through circular migration;
- Improvement of the transfer and use of remittances as a tool for development, mainly through capital investments;
- Labour migration management as a way to diminish the pressure of unemployment in developing countries and of lack of labour forces through selective and temporary migration.

A type of programme that is sometimes added to that list is the work on post-crisis community stabilization and development, mainly in the return and reintegration of displaced populations. The projects implemented under that category promote micro-enterprises through micro-credit schemes and other community related activities focusing on economic and social improvements. They may include building health centres, education facilities, roads and other infrastructure work that can facilitate or reactivate trade and investments.

Many organizations and institutions active in the field of migration management are also considering how best migration can contribute to development and there is a multitude of bilateral and multilateral agreements between countries focusing on sectors dealing with migration, such as education, health or governance. The evaluation will not discuss them in detail as they are too numerous and specific, sometimes with complex inter-linkages. IOM takes them into account when developing its bilateral, regional and multilateral projects and programmes, also including constraints on the effectiveness imposed by the conditions governing aid, for instance in terms of duration or scope of projects.

### 3. RELEVANCE, EFFECTIVENESS AND IMPACT OF IOM'S MIGRATION AND DEVELOPMENT NEXUS

Much has been written on migration and development and the same questions that were asked in the 1980s and 1990s are asked again today: what does migration and development imply, what is its impact, how can it be managed and what is IOM doing? Understanding the dynamics of migration, identifying its root causes and debating migration management policies are certainly important for a clearer view of the migration and development nexus.

However, the means to address migration and development problems do not necessarily directly result from that theoretical understanding: empirical and innovative approaches, often proposed and tested by IOM deserve similar attention. This section addresses these questions by first discussing the relevance of Migration and Development to IOM's mandate, then the effectiveness of the projects and programmes implemented and finally the impact of migration on development, or at least what is required to measure it.

#### 3.1 RELEVANCE OF MIGRATION AND DEVELOPMENT NEXUS TO IOM'S MANDATE

Migration can be considered as marginal in the overall debate on development but it contributes to it as states and the international community recognized recently, and more importantly migration is as debated and as sensitive as development. Migration and development both have a prominent place in the political, economic and social agendas of governments. As already mentioned, IOM has been active in the field of migration and development for decades, for instance being instrumental in the debate on remittances and in promoting them as a tool for development.

All respondents to the internal survey agree that IOM has a role to play in the development field and activities including development should be considered as relevant to the Organization's mandate. Some suggest IOM being referred to as a development agency; however, two respondents stress that IOM is the only internationally recognized organization whose mandate is referring specifically to migration and that specificity should not be diluted by becoming also a development agency. Migration with its cross-cutting scope can embrace a development component.

The issue of being called or not being called a development agency does not add anything to IOM's mandate but the fact of recognizing that the Organization can work for development and offer expert advice derived from practical experience should open doors to stronger collaboration and financial sources dedicated to development when considered effective and useful.

The preamble of the 1989 Constitution of IOM states that *'migration may stimulate the creation of new economic opportunities in receiving countries and that a relationship exists between migration and the economic, social and cultural conditions in developing countries'* and that *'in the co-operation and other international activities for migration, the needs of developing countries should be taken into account'*. There is no other specific reference to development under Article 1. In 1995, a Council document entitled *'IOM Strategic Planning: Toward the Twenty-First Century'* (MC/1842) included the statement: *'As an intergovernmental body, IOM acts with its partners in the international community to [...] encourage social and economic development through migration'*. One of the objectives listed in the document encourages the promotion of economic and social development. In the newly adopted strategy, IOM Member States agreed to maintain an objective referring to development: *'To contribute to the economic and social development of States through research, dialogue, design and*

*implementation of migration-related programmes aimed at maximising migration's benefits', and in another objective to make specific reference to diasporas as development partners. Another objective of the strategy underlines the possibility of combating irregular migration through development: 'To support States, migrants and communities in addressing the challenges of irregular migration, including through research and analysis into root causes, sharing information and spreading best practices, as well as facilitating development-focussed solutions'.<sup>19</sup>*

The IOM projects and programmes with a development component, particularly MIDA as a comprehensive approach to the migration and development nexus, are fully in line with the types of activities described in the UNSG's 2006 report *International Migration and Development* as contributing to development: remittances, return migration, highly skilled migration, labour migration and migrant entrepreneurship. As stated in the same report, a single agency cannot cover all those issues effectively and collaboration is necessary with other UN agencies, regional and national organizations, the private sector and more importantly the governments. Article 1 of IOM's Constitution also calls for such collaboration. IOM has formal cooperation agreements with most UN agencies, with other international, regional and national entities working on migration and with governments, regularly debating about migration issues with its Member States. The governments of most countries in Africa, where many developing countries are located, formally endorsed the IOM MIDA programme and underlined the role IOM can play in that field. Finally, IOM's work does not conflict with the Millennium Development Goals as noted under Section 2.1 and can even contribute to their achievement.

Recent IOM internal reports, particularly from Central America, mention that some UN agencies are presenting to donors and governments as effective migration initiatives contributing to development, projects and programmes similar to the ones that IOM has been implementing for years. The reports state that they tend to do it more in the spirit of competition than collaboration, but that trend highlights and confirms the relevance of IOM's broad experience,

*Conclusion: The Migration and Development nexus is relevant to IOM's mandate and IOM's broad and evolving experience can address existing development needs through migration projects, as recognized by the international community and IOM Member States. However, there is still room for institutionalizing that role and for clarifying what IOM could become in future years as an agency working for development. MIDA offers a good example of a comprehensive approach to Migration and Development, formally endorsed by governments.*

**Recommendation:** IOM should continue discussions with its Member States and donors to support its work in the field of development. The discussions could also highlight IOM's broad experience and project/programme strategies, and the MIDA programme could serve as a basis for presenting a comprehensive migration management approach for development.

### **3.2 IOM'S WORK: AN EFFECTIVE CONTRIBUTION TO DEVELOPMENT?**

To avoid extensive analysis of IOM's contribution to development, the discussion uses commonly and widely accepted hypotheses, which are also valid for the impact assessment, such as:

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<sup>19</sup> IOM, MC/2216, 'IOM Strategy: report of the Chairperson', May 2007.

- The brain drain affects development under some specific conditions and reversing it or using other migration-related means to counter it has a positive impact on development.
- Remittances are a powerful tool for development and if better managed their impact will be even greater, especially in view of the volume of such financial transfers worldwide.
- Diasporas can be important actors in the development of their countries of origin and contribute to it under certain conditions.
- Better management of labour flows could help some developing countries to address high unemployment.
- The contribution of irregular migration to development is as real as that of legal migration, but is rarely covered by research or debates on migration and development for two main reasons: political sensitivity with no opportunity for international intervention in its management and lack of precise data.

The analysis of the scope and effectiveness of IOM's work is also dependent on the geographical coverage of IOM's projects and programmes, which varies according to the four geographical categories presented under Section 2. The *North-North* migration is not too problematic for policy makers and migrants and IOM's role is marginal. Even if the flow of remittances is significant, e.g. from the USA to France, and brain drain concerns some European countries, especially among scientists, the focus is not so much on development.

The *North-South* migration can contribute to development, especially through investments made by migrants from developed countries. Developing countries generally allow such migration and investments, and migrants themselves do not ask for IOM's assistance to invest in their new country of residence. Experts from developed countries working with embassies or international firms in developing countries also contribute to development, mainly through poverty reduction (such as through recruitment of local employees and use of services). The return of qualified nationals or of people from the diaspora is not included in this type of North-South migration.

The *South-North* migration is the category in which many IOM projects and programmes have been and still are implemented: South-North migration of people and its North-South transfer of remittances. Brain drain, diaspora linkages, skills transfer, technical cooperation on migration management, community stabilisation, are all programmes including a link to development and of interest to IOM.

The *South-South* migration increasingly interests IOM Member States, especially as it represents almost half of international migration. Except for technical assistance programmes in Latin America within Mercosur and the Andean Pact in the 1980s and 1990s, and IOM's contribution to regional conferences in Asia and Africa, such as the Manila and the Colombo processes or the Migration Dialogue for West Africa (MIDWA), South-South migration and its development potential is still relatively unexplored compared with the South-North scenario.

Internal migration in large developing countries such as India, Brazil or China, mainly from the countryside and remote smaller towns without many economic opportunities or development prospects to big cities, and the flow of remittances generated also raise attention in terms of development. IOM started implementing activities with such countries and IOM's international expertise is used and applied to internal situations. Still regarding internal movements, the post-crisis assistance to internally displaced persons and to communities' development is part of IOM's mandate and scope of work.

### 3.2.1 BRAIN DRAIN, BRAIN GAIN AND HIGHLY SKILLED MIGRATION

This Section bases its analysis on the evaluations conducted for the Return of Qualified Nationals programmes implemented worldwide, the evaluations of the MIDA programmes and on extensive literature on brain drain and return of qualified people.<sup>20</sup> Selective highly skilled migration is examined in this Section and not under labour migration, as also related to brain drain and brain gain. Brain gain, brain drain and skilled migration apply equally to both South-North and South-South scenarios discussed above. Skilled people are migrating to developing countries with economic potential, e.g. to Nigeria and the Republic of South Africa from other African countries and more recently from China, or to the Dominican Republic from Haiti.

The first requirement for effective implementation of such programmes is proper identification of when a developing country is or potentially could be suffering from brain drain. Clearly the country should have the economic potential to absorb highly skilled people; in a country where such potential does not exist, then economically and socially speaking it does not suffer from brain drain, moreover it might even be opportune in order to diminish pressure on unemployed skilled people, to have them migrate to countries where they can gain experiences. Such transfers would be beneficial for the individual, for family members and for the country itself through remittances. Future return remains possible as soon as opportunities exist, as illustrated in the Section 2 statistics for migrants returning to Mexico.

The same logic applies for effective brain gain through the return of qualified nationals: needs must exist and be properly identified. One exception to those relatively rigid requirements is the situation of forced departures in the case of conflict and the urgent needs of reconstruction as soon as the conflict ends. Identification of needs is still necessary but opportunities are more numerous for finding appropriate employment. Forced migrants are also inclined to be more ready to return and participate in the reconstruction than migrants who have spent years in a host country following their choice to migrate.

The problem of offering interesting options for return must also be properly addressed. The experience gained during the implementation of former Return of Qualified Nationals programmes confirms that, without incentives, it is difficult to convince a migrant who is well established in the host country with his/her family and with children born there (or having spent years in schools in their country of adoption) to voluntarily return to contribute to the development of the country of origin, taking also into account that he/she could feel and be considered like a foreigner in his/her country of origin after years of absence. The problem of forced migration, having to leave the country because of conflicts, has varying consequences on the wish to return depending on the duration of the conflicts. If not lasting, the migrant does not have time to make a new life in the country of adoption and might be inclined to return more spontaneously, without too many incentives.<sup>21</sup> Each country and programme has its own specificity.

To be cost-effective, it is important to estimate correctly the incentives that may be allocated to encourage return. Cost-effectiveness analysis is also related to expected impact and other benefits of such a programme. Strong cultural and historical links between a country of origin and a host country can influence the perception of the

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<sup>20</sup> For further details, see Annex 2 bibliographical references

<sup>21</sup> In the Balkans, IOM also experienced the possibility to make preliminary visits for the migrant to gauge if return is possible.

programme's effectiveness and increase its benefits, e.g. by reinforcing collaboration between universities where the migrants were working before their return and those to which they bring their knowledge as shown during the implementation of the *MIDA Great Lakes*.

One of MIDA's specificities in addressing those factors and constraints is its ability to adapt the strategy to the needs of both the migrant and the country of origin, by proposing more options than simply definitive return, as for example temporary returns, short consultancies and 'virtual return', using existing technology for providing support to universities, schools and private companies. Skilled migration proposed by some MIDA projects in the health sector also offers such circular migration options. As for the Return of Qualified Nationals, skilled migration programmes and projects need to be carefully assessed to be effective, particularly to avoid becoming a brain drain in themselves.

Another issue regarding the effectiveness, as emphasized in some evaluations conducted, is the commitment and participation of the government of the country of origin in project implementation, particularly concerning needs assessments. For instance, a government was identifying needs in a given sector, sometimes driven by political interests, and when the returning candidate was about to start working, he realized that there was no real need for his qualifications or only for short-term duration, the returnee soon being replaced by a citizen who had not migrated. Problems were also encountered in collaboration with the private sector for identifying needs. The evaluations of some MIDA projects also raised similar problems, but these were marginal. IOM is now working actively with governments to have those return approaches better institutionalized, in order to diminish the risks of having the identification of needs and skills being the responsibility of a few individuals in a ministry or small government department. The identification of candidates from the diaspora in the host country is less problematic.

*Conclusion: In terms of brain drain, brain gain and skilled labour, IOM programmes and projects can be effective if needs are properly assessed and if the governments, particularly in the developing countries, are committed to the success of such programmes, are ready to work with nationals who decided to migrate and are monitoring properly the added value of the programmes and projects for a good management of its cost-effectiveness. Flexible options and various incentives for return deserve being taken into account as developed by MIDA through temporary and 'virtual' returns. Effectiveness appears to be easier to address in post-crisis scenarios where needs can be identified more rapidly and return can take place more readily.*

### **3.2.2 DIASPORAS, INVESTMENTS AND REMITTANCES**

As is the case for the return of qualified nationals, the identification of people in the diaspora who could be effective agents of development requires preliminary research and distinct strategies.<sup>22</sup> The *MIDA Italy*<sup>23</sup> evaluation highlights interesting issues regarding the identification of the diasporas to be targeted for the implementation of the project. First Nigerians were among the most numerous in Italy, but were mainly women and often victims of trafficking or manipulated by trafficking networks. Therefore an IOM

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<sup>22</sup> See also IOM, International Dialogue on Migration, *Mainstreaming Migration into Development Policy Agendas*, NO 8, 2005.

<sup>23</sup> The project refers to *Italy* in order to underline that most activities are stemming from Italy through the African Diasporas selected for the implementation of development projects and with contributions from the Italian Government and local authorities in the framework of the decentralized cooperation approach.

assistance project to victims of trafficking would be more effective than collaboration within a migration and development project. Then members of the Ethiopian diaspora were reluctant to work with the government in the country of origin for two main reasons: for political reasons and/or because they had been living in Italy for so many years that interest in working with the country of origin was lower.

There are also cases where diasporas are more interested in financing armed insurrections and political opposition parties in their country of origin than contributing to its development, therefore excluding possible IOM collaboration. Sometimes flows of remittances from diasporas are directed towards development activities but come from doubtful origins, as could be the case for remittances linked to criminal individuals and networks, equally excluding IOM's participation.

Another important aspect concerning proper identification of the diasporas is the migrants' economic situation. As noted in the *MIDA Italy* evaluation, the Ghanaian diaspora was ready to invest in the country of origin for development initiatives and projects, but its financial means were limited, most members being middle class workers and having to transfer monthly payments to sustain their families. The evaluation also noted that those who could invest in new and large enterprises did not necessarily need IOM's assistance to realize their projects, except for instance for joint ventures with enterprises and local authorities of the host countries, where IOM can assist in identifying opportunities, as in the case of decentralized cooperation.

Key requirements for effectiveness of investment through remittances and for traditional investments are the investment climate of the country of origin and existing economic potential and prospects. Potential might be identified in a country but the investment climate might not be encouraging, or the investment climate might be positive but no real opportunities exist for investments from abroad. As for Section 3.2.1, preliminary needs assessments and proper research on the migrant's profile and on concrete opportunities to have migrants and diasporas contributing effectively to development must be conducted. Clear commitments from governments of the countries of origin are also required for effective implementation. Not only positive legislation for encouraging the diasporas to invest in the countries of origin is required, guarantees that the investments will be protected are necessary. Confidence building between the governments of the countries of origin and the diasporas is a prerequisite.

In most of the documents analysed within the evaluation, successful examples of investments by the diasporas or through remittances concern three countries: India, China and South Korea. There is no need to elaborate on the specificities and economic potential of those countries; many developing countries are far from being as conducive to investments as they are, hence the importance of specific analysis before building and replicating models.

MIDA proposes the identification of investment projects in the country of origin sponsored by the diasporas and then to be financially supported by IOM, national authorities, other development agencies and the private sector. This led for instance to an interesting initiative in the *MIDA Italy* project where co-development was put into practice with the support of regional authorities and a private fruit cooperative in Italy. The regional authorities and the private cooperative also agreed to invest in that initiative in recognition of the Ghanaian migrants' work in local agriculture. IOM can play a role of facilitator in host countries, exploring ways of bringing together the

diasporas and private enterprises, major agricultural exploitations and industries using migrants as a work force (including irregular migrants) and that are ready to invest in the development of the countries of origin in recognition of the economic role and contribution of the migrants. IOM also launched recently a series of initiatives within the MIDA concept offering technical assistance for promoting the dialogue and a stronger collaboration between the diasporas and the government of the country of origin for investments.<sup>24</sup>

The World Bank now proposes similar initiatives for implementing development projects in collaboration with the diasporas, the Market Place for Diaspora initiative (D-MADE) being a recent example. The World Bank office in Brussels contacted IOM to discuss possible collaboration. A similar collaborative effort is under discussion with UNDP and the EC. As already stressed, effective implementation of such projects requires similar conditions as for normal investment projects or micro-credit schemes.<sup>25</sup>

Concerning the flow of remittances, IOM started negotiations with various partners worldwide on how to improve transfers and their impact on development.<sup>26</sup> Under the MIDA projects, initiatives continue with banks and financial agencies in countries of origin and host countries on possible collaboration towards improving transfers and reducing costs. IOM is also currently implementing an observatory for remittances in Benin. Experiences are however still limited for the time being. There are other examples of activities in the field of remittances implemented by other entities, for instance the initiative that IFAD launched together with the European Commission, the Inter-American Development Bank, the Government of Luxembourg, the United Nations Capital Development Fund and the Consultative Group to Assist the Poor (CGAP) for Promoting Innovative Migrant Remittances Systems with the objectives of: "(i) reduce the transfer costs of remittances; (ii) develop institutional partnerships; (iii) bank the unbanked rural population; (iv) promote innovative remittance and financial services; (v) promote productive investment of migrants' capital in their country of origin".<sup>27</sup>

*Conclusion: Implementation of IOM projects and programmes for investments through migration for development is effective if proper preparatory work is done to identify diasporas, investment opportunities and channels of remittances. As already underlined, formal commitment from the governments of the countries of origin to support IOM work is necessary for successful results.*

**Recommendation:** Joint ventures and active collaboration between IOM, the host country, the country of origin, diaspora associations, local authorities and the private sector can be promising and new initiatives should be further tested, building on the work already conducted, in particular within MIDA. Close collaboration with partners such as UNDP and the World Bank should be actively pursued as it is the case now with the new initiatives promoted by those agencies in the implementation of investment projects.

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<sup>24</sup> See IOM, *Diaspora Dialogues*, 2007

<sup>25</sup> For further references, see for instance World Bank, World Development Report 2005, *A better Investment Climate for Everyone*.

<sup>26</sup> See also IOM, Ministerial Conference of the Least Developed Countries on enhancing the Development Impact of Remittances, Final Report, 2006.

<sup>27</sup> IFAD, Call for Proposals 'Financing Facility for Remittances', 2007.

### 3.2.3 LABOUR MIGRATION AND DEVELOPMENT

One of the main focuses today within international migration is on labour migration. The sector is complex and many theoretical and practical approaches are discussed internationally, regionally and bilaterally, including new concepts such as the globalization of the labour market in the globalization of the economy. France recently actively promoted the approach of selective migration as a way to manage the flow of labour forces between France and some African countries and it became one of the themes of the 2007 presidential campaign. The concept of seasonal workers or temporary migration is again emerging as a possible solution to counter the flows of irregular migration, for instance as implemented in the agricultural sector in Canada, including in collaboration with IOM. Government control of recruitment and contractual issues before the migrants leave the country is on the agenda of many developing countries, such as the Philippines and Bangladesh, in order to protect migrants from recruiting channels seeing them more as 'modern slaves' than workers. The protection of the rights of migrant workers is not a new topic and is included in international standards and conventions covering its numerous aspects, as noted in the recent IOM's publication *Compendium of International Migration Law Instruments*.<sup>28</sup>

IOM is active in the field of labour migration and worker movements and, for years, has been implementing programmes facilitating the recruitment of foreign labourers for addressing the needs in other countries, often in close collaboration with ILO, international partners and donors such as the EU.<sup>29</sup> In the field of technical cooperation, IOM is working closely with some of its developing Member States on migrant rights and contractual issues. Another type of activity implemented by IOM is the humanitarian assistance to migrant workers trapped in a country affected by natural disasters or war and who wish to return in their country of origin, as was the case in Lebanon in 2006. Orderly movements of workers and protection of migrant workers could increase the benefits of migration for development, but labour migration is not only about migration and development.<sup>30</sup>

Section 3.2.1 has already discussed the contribution of skilled migration to development and only another IOM initiative requires mention here. IOM in close collaboration with the Governments of Canada and Guatemala implemented a project facilitating the recruitment of Guatemalan seasonal workers in Canada and included facilities for using remittances for development in the country of origin, such as access to housing loans and micro-credits. The experience is relatively new and more projects with similar approaches are being implemented now. More work can be done to refine the mechanisms and evaluate the impact, both on legal migration and flow of remittances for development.<sup>31</sup>

**Recommendation:** IOM should continue exploring potential projects and programmes that could specifically link labour migration management and development as tested in the Guatemala/Canada temporary migration project. However, the management of Labour Migration deserves specific attention as it

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<sup>28</sup> See also the UN SG report on International migration and development, 2006, pp 77-79.

<sup>29</sup> For further references see for instance OSCE/ILO/IOM, '*Handbook on establishing effective labour migration policies in countries of Origin and destination*', 2006

<sup>30</sup> For further references, see for instance the section on Labour Migration in IOM Programme and Budget 2007.

<sup>31</sup> For more information see the external evaluation of IOM project, *Evaluacion Proyecto Trabajadores(as) Agricolas Temporales a Canada*, 2006.

includes aspects not directly linked to development but to the respect, protection and well-being of migrants and more globally to the orderly migration concept.

### 3.2.4 TECHNICAL ASSISTANCE AND OTHER TYPES OF PROJECTS

All the approaches described in the previous sections may include technical assistance and capacity building activities, some examples being the mapping of diasporas, needs assessments for the return of qualified individuals, research on remittances, migration management institutionalization, organization of regional consultations and workshops. Statements by its Member States and from other institutions confirm that IOM's expertise in research, technical assistance and information gathering contribute to the Organization's image as a reliable partner.<sup>32</sup> IOM has been actively participating in numerous international and regional meetings, roundtables, symposia, conferences and events since the Cairo Conference in 1994 leading up to the organization of the UN HLD on Migration and Development. IOM also contributes to regional processes on migration management, including discussions on Migration and Development such as the Colombo process and MIDWA dialogue.

Research can be a short, one-off exercise, following which the government or entity which commissioned it decide on its use. The same applies to information gathering projects or for opening a website on diasporas and investments. Effectiveness in those cases is more about the use made by the commissioner of the activities and is partially independent of IOM's management capabilities, except if major failures are noted in the research itself or in data gathering. That is however more related to quality control in the IOM offices and departments than on the effectiveness of the technical services offered.

IOM proposes comprehensive approaches for the management of the migration and development nexus as illustrated by the recent MIDA initiatives. All the evaluations conducted within the MIDA projects emphasize however the need to reinforce the governments of developing countries' ownership of the approach in order to increase project implementation effectiveness. The resolution adopted by the African Heads of States endorsing MIDA was also calling for a stronger commitment from the developing country. To do so, IOM encourages governments and offers its technical expertise to include migration and development issues more formally in their government structure, which would facilitate stronger collaboration between the various ministries involved and increase IOM programmes' effectiveness. MIDA projects were for instance endorsed by the ministries for foreign affairs but not known by the ministries for planning in charge of development projects. Positive results have been achieved today with the Governments of Senegal and the Democratic Republic of Congo. Better integration and ownership of the concept could also help IOM to discuss the benefits of MIDA more effectively with donors.

In the framework of capacity building activities for governments, IOM in collaboration with the Millennium Institute is building up an econometric model that could be used to manage migration at national level, including an analysis of the impact of migration policy on various sectors such as health, education and the economy, including on development aspects. Activities within MIDA also encourage and assist some African governments to include migration in their Poverty Reduction Strategy Papers (PRSP)

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<sup>32</sup> The number of researches conducted by IOM on diasporas or remittances is an illustration of the technical expertise of the organization in that field – see Annex 2.

for instance in Zimbabwe, Ghana, Nigeria and Senegal. Effective inclusion and mainstreaming of migration in development strategies face constraints however because of the priority given to other sectors, such as gender, environment, health, education and more globally to the Millennium Development Goals. As pointed out during interviews, such initiatives often suffer from the lack of human resources in the ministries managing the PRSP and development strategies, preventing the government officials from focusing on migration issues. No conclusions can be drawn for the time being on those new initiatives.

Other types of migration projects considered as contributing to development are IOM community development initiatives implemented mainly in post-crisis situations during reconstruction of the country in order to stabilize populations, to increase the absorption capacity of the communities facing important returns and to create basic economic activities through infrastructure work and micro-credit projects. They use traditional participatory approaches of development and they also address the root causes of forced economic migration. A good example of effectiveness in community reconstruction and stabilization and in reducing the risk of massive migration due to lack of economic opportunities is the EU-funded project implemented by IOM in the Pweto region of the Democratic Republic of Congo. The main objective was to rebuild an infrastructure to facilitate access to and trade with the city of Pweto and to re-create an economic network and climate that could help the population to return and stabilize. In a couple of months the city's population had returned to normal, with thousands of returnees resuming their work.<sup>33</sup>

Building on its experience, IOM has been contributing for years to the debate on policies for retaining populations economically forced to migrate through development of communities<sup>34</sup> and is still very active in promoting such approaches, especially in post-crisis situations. The Organization is not yet very active in long-term development of communities in developing countries; IOM and UNDP worked however on similar longer-term approaches in order to diminish the exodus from isolated regions of poor countries and not necessarily in post-crisis situations. An evaluation of one of those projects concluded that *"the concept of taking a community based approach to alleviating poverty and addressing the pressures that cause migration is very relevant in the context of Nakhichevan"*.<sup>35</sup> The Swiss Government is also funding a similar initiative in Azerbaijan focussing on water systems rehabilitation in rural areas in order to support the agricultural sector and contain the exodus to cities. The evaluation conducted recently confirms the positive impact of the project.<sup>36</sup>

**Recommendation:** IOM should continue to offer its technical assistance to governments of developing countries for including migration in poverty reduction and development strategies, analysing the nature of the difficulties encountered for institutionalizing it in particular the additional workload on government officials in charge of such development policies. IOM can adjust its technical assistance accordingly, include it more systematically in its traditional programmes dealing with migration and development, and promote it more

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<sup>33</sup> For further references, see the two evaluations of the reconstruction project in Pweto conducted in 2003 and 2004.

<sup>34</sup> See for instance IOM, 'International Migration Policies and Programmes', IOM/UN, 1999.

<sup>35</sup> UNDP evaluation report, *Economic Opportunity Enhancement in Nakhichevan through Community Mobilisation and Micro-credit Schemes*, 2000

<sup>36</sup> IOM, *Community-Owned Sustainable Water Use and Agricultural Initiatives' Project Azerbaijan, Phase II*, SDC/IOM External Evaluation, 2007

effectively with donors. IOM should also actively propose its community development programmes as an effective way of stabilizing populations, working towards development and addressing the root causes of migration.

### 3.3 IMPACT AND SUSTAINABILITY OF MIGRATION FOR DEVELOPMENT

There are different levels of impact (both short- and long-term impacts)<sup>37</sup> depending on the definitions and levels of development and measuring the impacts on development, on poverty eradication, on wellbeing and on progress requires different methodologies and approaches. To identify clearly what must be measured is a necessary preliminary step. Each of the levels has its own specificities and there are also interactions between them that could make the analysis far more complex and even irrelevant: for instance, the work of a migrant can have an impact on his/her wellbeing (important to consider in the context of human development), on poverty alleviation of his/her family members (social development), on economic development of the country of origin through remittances and small investments and finally on the host country through his/her contribution to economic growth.

In very simplified terms, the sum of all the specific impacts analysed through the various perspectives should reflect the global impact of migration on development. However in practice, not all impacts are easy to measure without significant investment, not all are interacting in a comprehensive way, not all analysis can be done in a short period of time, particularly taking into account the short duration of IOM projects often imposed by donors, and not all impacts generate the same attention and interest.<sup>38</sup>

In a recent report of the UK House of Commons on migration and development, there was a reference to a statement of the British Bangladeshi International Development Group that "*for inevitable political reasons, a can of beans has more rights of free movement across the globe than someone in the developing world*".<sup>39</sup> One of the most important differences is that the can of beans does not think as the migrant does, even if migrants are sometimes referred to as the 'migration industry'. The UNDP Human Development Report of 2004 also highlights the issue when discussing the European Guest Workers programme: "*We recruited workers, but we got people*". Here are some of the major fluctuating and volatile variables to take into account when discussing the impact of migration on development: the migrants' choice, volatility of movement travelling to where opportunities exist, the lack of data and the difficulties in collecting them, particularly regarding irregular migration. Measuring the economic impact of the production and journey of a can of beans is easier.

In addition, the real impact of some traditional development activities has not yet been verified, for instance the role of small companies in economic growth;<sup>40</sup> for a new field of activity such as 'migration and development', the problem is even more acute. More studies still need to be conducted as highlighted for instance in the World Bank's and African Development Bank's recent joint project *Migration, Remittances and Development in Africa*; the objective of the project is to "*fill the knowledge gap on the impact of migration and remittances on development, and to strengthen the capacity of policy makers, local researchers and institutions to analyse relevant trends, determinants and impacts. Through researches,*

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<sup>37</sup> Short term impact also includes the notion of 'outcome'.

<sup>38</sup> For further references, see for instance World Bank, *Designing Household Survey – Questionnaires for Developing Countries*, Vol. 2, Chapter 16 '*Migration*', 2000

<sup>39</sup> House of Commons International Development Committee, '*Migration and Development: how to make migration work for poverty reduction*', 2004.

<sup>40</sup> See the World Bank, World Development Report 2005, 'A better Investment Climate for Everyone', p.74

*surveys, analysis and consultation, the project will generate the first comprehensive body of information on migration and development in Africa".*

The first level of impact, which can be called individual impact, is about the wellbeing of or poverty alleviation for the migrants themselves, closely related to the variable of choice. If it is true that orderly and legal migration will certainly be beneficial for the migrants, the country of origin and the host country, it is not a precondition for a positive impact on the migrants' personal lives. The risks taken in irregular migration are a daily illustration that such beneficial impact is real, despite the sometimes tragic results which prove fatal. Still with that choice in mind, the decision to stay in a country, even irregularly and with the associated risks, is made because of the positive impact on migrants' lives and on their families or communities. That individual impact is not difficult to measure in economic terms as related to the level of income of the migrants, but it might not be the most useful for policy makers having to analyse ways to regulate and promote migration as an agent of development.

The second level is the impact in the country of origin. In the case of the return of qualified nationals, the impact depends on a variety of factors also related to effective implementation: for instance needs can be identified, candidates can agree to return under cost-effective conditions but the country faces unexpected constraints in overall development that strongly affect the impact of the return. The return of qualified Afghans project soon after the fall of the Taliban was considered as having a positive impact on development due to the enormous needs identified, but with the deteriorating situation and the difficulties encountered in the reconstruction and reconciliation processes, measuring the same impact now would lead to different conclusions. Timing for measuring it has its importance. The approaches proposed by the MIDA programmes on temporary return instead of permanent return can facilitate a continuing dialogue with the diasporas and the analysis of the immediate impact or outcome of the project on development.

Another possible scenario is that the returnee works in the governmental structure as identified through needs assessment, the impact on the work of the government is considered positive and after one year the returnee decides to leave and creates his/her own enterprise. What is the longer-term impact on development caused by the returnee's choice to invest in his/her country? Is it considered that the return had a negative impact on the governmental structure due to lack of sustainability? The choice might have a negative impact on the ministry in which he/she was working, but his/her investment might be effective in terms of overall economic impact. A relevant example of the positive impact of a return of qualified nationals was highlighted in an evaluation of the return of judges and prosecutors in BiH that helped to rebuild the judicial system.

In terms of the impact of investments by the diasporas, and apart from the constraints mentioned in the effectiveness analysis, measuring it is similar to any impact analysis done for investment projects with basic preconditions and indicators to take into account.<sup>41</sup> To encourage the diasporas to invest in a country with an inappropriate investment climate will certainly be counterproductive. IOM and MIDA in particular, are taking such constraints into account in their approaches. It is also important to stress that IOM's main objective is not to play a role at macro-economic level to create a positive climate for investments in order to guarantee a positive impact, but simply to encourage diasporas to invest in their countries of origin.

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<sup>41</sup> For further references on the impact of investments, see the World Development Report 2005 of the World Bank.

There is agreement today that remittances have a global economic impact on development and various models continue to be refined for measuring it. Academics and statisticians disagree on the most effective ones, but it is possible to produce a reasonably accurate picture of the impact of remittances for anyone ready to invest in such an analysis.<sup>42</sup> However, to what extent is the international community interested to know the impact of individual remittances sent by migrant X to his/her family, or if young migrants tend to spend their salary in the host country and are less interested in sending funds to their country of origin, therefore with a lower impact on development?<sup>43</sup> As with the individual impact described above, the analysis of such impact is not necessarily a priority for the policy makers and IOM donors, especially as it requires important investments to conduct it.

The *MIDA Italy* pilot project is a good illustration of unexpected impacts, another reason for not only focusing systematically on expected impact before funding an initiative. The initial plan was to work with diasporas towards investing in their countries of origin through traditional investment schemes, but one of the most interesting results was the co-development initiative. Its positive impacts were unexpected: social recognition of the Ghanaian diaspora's contribution to the region's economy and its integration into Italy, the economic development of a fruit cooperative in Italy and creation of an agricultural enterprise and related export company in Ghana.

Apart from the social and economic impacts described above, other levels of impact not often taken into account in the discussion on migration and development are the cultural and historical impacts which are part of the broad category of human development.<sup>44</sup> Historical and cultural factors can strongly influence the decision of a host country to work closely with diasporas and for the development of countries of origin. The *MIDA Great Lakes* project is a good illustration of the project's impact on relations between the Government of Belgium, the diaspora from the Great Lakes region residing in Europe and the Governments of that region following the Rwandan genocide of 1994 and years of complex conflicts, for which the Belgian Government has recognized having had historical responsibilities.

The *MIDA Great Lakes* also has an impact at the cultural level with the diasporas contributing to the rebuilding of an education system after years of conflicts, both in technical schools and universities. They also helped to establish collaboration between universities of the host countries with universities from those developing countries, including the creation of courses on migration management. The project also forged links between the countries of the Great Lakes region through an exchange of skills among their diasporas. Measuring those cultural and historical impacts precisely would certainly be complex but evidence of the impact is sometimes sufficient to consider the project as successful.

A dimension of the impact analysis that may raise conflicting debates between politicians from developed countries and those from developing countries is the impact of migrants from developing countries on economic growth of developed countries. As mentioned in the previous sections, migrants are an economic factor in developed countries, but again is it that kind of impact that policy makers from donor countries wish to measure? There is no evidence that this is at the top of their agendas.

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<sup>42</sup> For further references, see for instance *International Migration*, Vol 37, No 1, 1999.

<sup>43</sup> The World Development Report 2007 'Development and the next generation' is trying to examine such problems related to youth and migration.

<sup>44</sup> See UNDP Human Development Report 2004, ch.5 'Globalization and cultural choice'.

In summary, measuring the impact of projects and programmes focusing on the migration and development nexus requires comprehensive and flexible approaches and methodologies, taking into account, among other factors, the specificity of each country, the risks associated for sustainability, the financial constraints and the fact that migrants' choices can redirect the real impacts compared to those expected. Impact does not only concern economic indicators; within IOM projects, the analysis must for instance also include indicators on access to health services and on health management, education and mobility of populations as an indication of low development or migrants' degree of participation in community development.

The lack of funds necessary for conducting impact analysis, the complexity and uncertainties about its measurement and the low level of interest for it in some cases should not, however, become pretexts for not financing initiatives such as MIDA. To encourage development through the return of qualified nationals, to regulate the transfers of remittances better and to increase the benefits of those financial flows are feasible without necessarily knowing precisely their real impact on development. Placing emphasis more on effectiveness rather than impact can already shed light on the expected impact of such activities as pointed out under Section 3.2. IOM may also have another interest in working on the improvement of those migration and development projects, as the impact on the migrants' increased wellbeing is part of its mandate.

If the logic of 'knowing the impact before deciding' has to be taken into account as a prerequisite for financing projects, many development projects could soon be unfunded. As for migration and development nexus, the impact of development projects remains complex; recent discussions showed for instance major disagreements on the real impact of globalization on developing countries.<sup>45</sup> It is worth recalling the three conditions for effective development, as noted in the UNDP Human Development Report of 2005, which also apply to the migration and development nexus: first, international aid "*has to be delivered in sufficient quantity to support human development take-off [...]. Second, aid has to be delivered on a predictable, low transaction cost, value for money basis. Third, effective aid requires 'country ownership'*".

The same difficulties apply to measuring the sustainability. First, is it relevant? Then, is it worth the investment? Or is it really possible to measure it, knowing that migrants are a mobile economic and social force? All those questions need to be taken into account when discussing sustainability. Sustainability also implies a long-term perspective, while migration management often addresses immediate and evolving needs and situations. Sustainability of migration management does not necessarily match with sustainability of development through migration. Many theories cover the link between sustainability and development, including the definition of indicators, and specificities exist: for instance, sustainability in terms of economic development does not necessarily imply sustainability of the wellbeing of populations.<sup>46</sup> As for impact, scenarios vary between countries, taking into account political agendas on migration issues.

*Conclusion: Any impact is possible to measure, if the amount necessary for conducting such an analysis is available; however, these sums could end up being important, taking into account the complexity of migration, the complexity of development and the volatility of migrant forces. Such an investment could be far from being cost-effective. A reasonable impact analysis can be made working with basic hypotheses as well as through a proper*

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<sup>45</sup> See for instance Pankaj Ghemawat, 'Why the world is not so flat' in Foreign Policy March/April 2007, and UNDP, Human Development Report, 2003.

<sup>46</sup> For further references, see I. Pierantoni, 'A few remarks on methodological aspects related to sustainable development'.

*monitoring of the effectiveness of the implementation of the programmes and projects, including data gathering.*

**Recommendation:** IOM should continue discussions on the measurement of the impact of migration on development with its international partners and governments, as is now the case with the World Bank, some African countries and the Millennium Institute. However and when appropriate, IOM should also stress that measuring the impact is not necessarily a precondition for effective implementation of IOM's migration and development approaches. Learning by doing through concrete and pilot work for a better understanding of the impact can also be an effective contribution to the elaboration of theoretical models. As an alternative to major investments, IOM should try to develop outcome and impact indicators that could help to assess the impact of its development projects and programmes.

## 4. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### 4.1 CONCLUSIONS

- The Migration and Development nexus is relevant to IOM's mandate and IOM's broad and evolving experience can address existing development needs through migration projects, as recognized by the international community and IOM Member States. However, there is still room for institutionalizing that role and for clarifying what IOM could become in future years as an agency working for development. MIDA offers a good example of a comprehensive approach to Migration and Development, formally endorsed by governments.
- In terms of brain drain, brain gain and skilled labour, IOM programmes and projects can be effective if needs are properly assessed and if the governments, particularly in the developing countries, are committed to the success of such programmes, are ready to work with nationals who decided to migrate and are monitoring properly the added value of the programmes and projects for a good management of its cost-effectiveness. Flexible options and various incentives for return deserve being taken into account as developed by MIDA through temporary and 'virtual' returns. Effectiveness appears to be easier to address in post-crisis scenarios where needs can be identified more rapidly and return can take place more readily.
- Implementation of IOM projects and programmes for investments through migration for development is effective if proper preparatory work is done to identify diasporas, investment opportunities and channels of remittances. As already underlined, formal commitment from the governments of the countries of origin to support IOM work is necessary for successful results.
- Any impact is possible to measure, if the amount necessary for conducting such an analysis is available; however, these sums could end up being important, taking into account the complexity of migration, the complexity of development and the volatility of migrant forces. Such an investment could be far from being cost-effective. A reasonable impact analysis can be made working with basic hypotheses as well as through a proper monitoring of the effectiveness of the implementation of the programmes and projects, including data gathering.

### 4.2 RECOMMENDATIONS

- IOM should continue discussions with its Member States and donors to support its work in the field of development. The discussions could also highlight IOM's broad experience and project/programme strategies, and the MIDA programme could serve as a basis for presenting a comprehensive migration management approach for development.
- Joint ventures and active collaboration between IOM, the host country, the country of origin, diaspora associations, local authorities and the private sector can be promising and new initiatives should be further tested, building on the work already conducted, in particular within MIDA. Close collaboration with partners such as UNDP and the World Bank should be actively pursued as it is the case now with the new initiatives promoted by those agencies in the implementation of investment projects.
- IOM should continue exploring potential projects and programmes that could specifically link labour migration management and development as tested in the Guatemala/Canada

temporary migration project. However, the management of Labour Migration deserves specific attention as it includes aspects not directly linked to development but to the respect, protection and well-being of migrants and more globally to the orderly migration concept.

- IOM should continue to offer its technical assistance to governments of developing countries for including migration in poverty reduction and development strategies, analysing the nature of the difficulties encountered for institutionalizing it in particular the additional workload on government officials in charge of such development policies. IOM can adjust its technical assistance accordingly, include it more systematically in its traditional programmes dealing with migration and development, and promote it more effectively with donors. IOM should also actively propose its community development programmes as an effective way of stabilizing populations, working towards development and addressing the root causes of migration.
- IOM should continue discussions on the measurement of the impact of migration on development with its international partners and governments, as is now the case with the World Bank, some African countries and the Millennium Institute. However and when appropriate, IOM should also stress that measuring the impact is not necessarily a precondition for effective implementation of IOM's migration and development approaches. Learning by doing through concrete and pilot work for a better understanding of the impact can also be an effective contribution to the elaboration of theoretical models. As an alternative to major investments, IOM should try to develop outcome and impact indicators that could help to assess the impact of its development projects and programmes.

## ANNEX 1: TERMS OF REFERENCE

### EVALUATION OF THE MIGRATION FOR DEVELOPMENT IN AFRICA (MIDA) INITIATIVE AS AN ILLUSTRATION OF IOM'S APPROACH TO MAKING MIGRATION WORK FOR DEVELOPMENT

#### Terms of Reference

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#### 1. BACKGROUND AND SCOPE

In 2006, the UN Secretary General launched an important initiative discussing the link between migration and development that culminated in the organization in September 2006 of the UN *High Level Dialogue on International Migration and Development (HLD)*. The debates that took place at the General Assembly also highlighted the central role that IOM plays in the field of migration and its growing importance as an international organization.

That situation also led to internal discussions in IOM on its possible role in migration and development, some of its Member States arguing that this should not be covered by IOM, since it is not a development agency. For years, IOM has been discussing the link between migration and development and implementing programmes focusing on this specific issue: in the 1980s with research on the role of remittances in Latin America, in the 1980s and 1990s with the Return of Qualified Nationals programmes in Latin America and Africa, with the objective of contributing to development of the countries of origin by reversing the 'brain drain' phenomenon, and more recently through the Migration for Development in Africa (MIDA) initiative and the International Migration and Development Initiative (IMDI). Some Return of Qualified Nationals programmes are still implemented today in various regions of the world, for instance in Afghanistan. The IMDI was first presented by IOM at the UN *High Level Dialogue on International Migration and Development* and intends to maximize the societal and human development potential of global labour mobility. However, IMDI is still in a preliminary stage requiring further coordination and finalization with various UN agencies and the World Bank.

IOM launched the MIDA concept in 2001 as a capacity building programme whose main purpose is to promote development goals through the participation of African Diasporas. MIDA's approach builds on IOM's expertise gained through the Return of Qualified African Nationals between 1983 and 2000, but goes beyond the return and reinsertion of qualified nationals in their country of origin. It is also intended to mobilize the skills and financial resources of African diasporas for development in Africa. MIDA no longer necessarily entails the systematic return of migrants; rather it envisages wider approaches and formulas compatible both with their desire to contribute to the development of their country of origin and, potentially, with their desire to retain a connection to their host country.

The MIDA programme had been announced in the document *IOM Migration Policy Framework for Sub-Saharan Africa* at the November 2000 IOM Council. In April 2001, IOM organized a workshop in Libreville, Gabon, which provided a forum for

representatives from the governments and private sectors of 20 African countries to share and discuss the MIDA concept. The African Union endorsed the MIDA programme in July 2001. Recent statements at the UN-HLD and the IOM Council describe MIDA as a good example of the contribution of migration to development. A certain number of projects are still implemented in the framework of MIDA.

Aside from the Return of Qualified Nationals programmes, the MIDA and the IMDI, the evaluation will also examine other IOM initiatives focusing on the link between Migration and Development that could complement analysis of the development concept in IOM's daily work and the contribution of migration to development challenges, for instance in the field of its research activities or through the publication of the World Migration Report. Technical cooperation projects not necessarily referring to development but that could contribute to it will also be analysed.

## **2. OBJECTIVES OF THE EVALUATION**

The overall objective of the evaluation is:

*To evaluate the relevance and overall performance, mainly in terms of impact on and contribution to development, of projects, programmes, approaches and concepts referring to Migration and Development with a special focus on the MIDA initiative as an illustration of IOM's work in that field. Analysis will also cover IOM's effectiveness in developing innovative strategies and proposing new fields of activity, as well as its collaboration with various partners working in the same area.*

More specifically, the evaluation will:

- Analyse the various initiatives implemented by IOM in migration and development and steps taken to institutionalize and formalize them;
- Analyse the link between migration and development as presented in the various approaches;
- Evaluate the relevance of the concept of migration and development to IOM's mandate and to other international declarations, conferences or initiatives, such as the Millennium Development Goals;
- Recommend ways of measuring as scientifically as possible the impact of IOM initiatives in development, highlighting possible shortcomings;
- Evaluate globally the effectiveness of the various approaches as a contribution to development, in particular of the MIDA projects, also taking into account the private sector's potential contribution, the needs and development strategies of benefiting countries and the expectations of the migrant communities;
- Identify and analyse the fields of activity where IOM has or could develop a comparative advantage in the field of migration and development;
- Evaluate the collaborative efforts necessary for effective recognition of IOM's role in migration and development;
- Evaluate and recommend ways of guaranteeing the sustainability of the various initiatives when applicable.

### **3. METHODOLOGY**

The methodology will consist of a series of interviews inside IOM and an extensive documentation review, including documents of IOM Governing Bodies and the UN. It will include strategy papers, concept papers, programme and project documents, research papers, conference reports, memoranda of understanding, mainly with UN partners, formal exchanges with migrant associations and the private sector, and any other documentation that could clarify the link between migration and development.

The evaluation will use MIDA as a main reference for organizing the analysis, as it includes most of the approaches developed in IOM concerning migration and development, such as the management and use of remittances, the return of qualified nationals or the skills transfers. However, the other concepts mentioned in Section 1 above will also be analysed in the evaluation, as a potential contribution to development. Formal relationships with the private sector, such as through the IOM Business Advisory Board or formal agreements with governments including a development component will also be considered.

The External Relations Department (ERD), in particular the Senior Regional Adviser for Sub-Saharan Africa who is in charge of MIDA, and the Migration Policy, Research and Communications Department (MPRC), will be tasked to provide substantive feedback for the evaluation work and comment formally on the draft report before finalization.

### **4. RESOURCES AND TIMING**

The cost of the evaluation will be borne by the Office of the Inspector General.

A draft report should be made available to MPRC and ERD for comments by mid-May 2007 at the latest.

## ANNEX 2: INTERVIEWS AND BIBLIOGRAPHICAL REFERENCES

### 1) Interviews and internal survey

- Ndioro Ndiaye, IOM Deputy Director General, Headquarters
- Gervais Appave, former Director of the IOM MPRC Department, Headquarters
- Meera Sethi, IOM Senior Regional Adviser for Sub-Saharan Africa, Headquarters
- Azrah Karim Rajput, IOM Consultant – MIDA, Headquarters
- Tana Anglana, Project Manager MIDA Italy, IOM Rome (via conf. call)
- Barbara Fridel, Senior Project Developer, IOM Rome (via conf. call)
- Tamara Keating, Head Implementation Management, IOM Brussels (via conf. call)
- Franziska Meier, MIDA Programme Manager (former), IOM Brussels (via conf. call)
- Matteo Pedercini, Senior Modeller, The Millennium Institute (MI), Arlington (USA)
- Andrew P. Sundberg, Director International Business Consulting, GBAN, Geneva

#### Internal written survey (a limited number of missions were selected):

- Mission with Regional Function (MRF) Brussels
- MRF Dakar
- MRF Dhaka
- MRF Lima
- MRF Rome
- MRF San Jose
- MRF Washington
- Special Liaison Mission (SLM) Addis Ababa
- IOM Mission in Colombia
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