MIGRATION, POVERTY REDUCTION STRATEGIES AND HUMAN DEVELOPMENT

Richard Black & John Sward
UNDP Human Development Reports
Research Paper, August 2009

Janyl Moldalieva
Maastricht 2014
Overview

Main question: How do Poverty Reduction Strategy Papers (PRSPs) address migration and its potential to enhance human development at the national level?

Method: Review of PRSPs since 1999

Argument: Migration often remains poorly recognized or analyzed in poorer countries, in terms of its impact on poverty reduction, whilst attitudes towards migration are highly negative and/or based on limited evidence, especially in relation to international migration.
Migration & Development: Shifts in Paradigms

1990
Development—primary cause of migration

2000
Migration—opportunity to promote development

Van Hear & Nyberg-Sorensen (2002)
- return migration & development of countries of origin
- potential transnational role of diasporas
- institutional structures to manage migration, NOT reducing its necessity

Portes (2008)
- cyclical migration & development benefits
- permanent settlement & marginalized 2nd generation
PRSPs

- PRSPs emerged as a result of donor pressure;
- Initial literature on the PRSP emergence barely makes reference to migration;
- WB & the Global Forum on Migration and Development in Brussels in 2007
- Since 2000, 59 countries developed PRSPs; in 2000-2008, 25 countries-2nd rounds;

How does migration-development linkage translate into a policy and action?

Jobbins (2008)
- 33 PRSPs in 2001-2008
- Index based on number of references, paragraphs & sections on migration, the number of migration topics & policy recommendations, provision of demographic & economic statistics & subjective assessment of importance of migration

Conclusion: Strong commitment to migration among countries with PRSP in 2007 & development of comprehensive policy in the 2nd paper

Martin (2008)
- Developing countries generally see 2 benefits of migration—revenue & technical expertise sources
ISIM analysis of 16 PRSPs

1. Recognizing the importance of migration to development;
2. Addressing (lack of) development as a migration cause;
3. Capitalizing on migration for development—diaspora as a source of revenue & technical expertise;
4. Addressing impact of immigration

*more attention on economic impact of migration & less on HDI (literacy, life expectancy, educational attainment)
- Bangladesh, Albania and KR pay attention to consequences of emigration;
- The 2007 PRSP for Zambia focuses on negative consequences of immigration
- The 2002 PRSP for Cambodia is concerned with border management and human trafficking

* Lack of statements based on evidence and reliability issues

<table>
<thead>
<tr>
<th>Top five PRSPs in terms of references to all search terms</th>
<th>Number of references</th>
<th>Top five PRSPs in terms of references to ‘migra’*</th>
<th>Number of references</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangladesh 2005</td>
<td>135</td>
<td>Kyrgyz Republic 2007</td>
<td>81</td>
</tr>
<tr>
<td>Albania 2008</td>
<td>100</td>
<td>Bangladesh 2005</td>
<td>43</td>
</tr>
<tr>
<td>Kyrgyz Republic 2007</td>
<td>89</td>
<td>Zambia 2007</td>
<td>42</td>
</tr>
<tr>
<td>Cambodia 2002</td>
<td>73</td>
<td>Albania 2001</td>
<td>38</td>
</tr>
<tr>
<td>Sri Lanka 2002</td>
<td>73</td>
<td>Cape Verde 2005</td>
<td>34</td>
</tr>
</tbody>
</table>

Source: Authors’ calculations
• 36 countries mention positive elements of international migration—impact on development and/or poverty reduction; 16 refer as problem & 6 don’t deal at all;

• Heavy focus on remittances and less attention on positive aspects of emigration such as trade links or the potential for advancement of human capital; Ex: Yemen 2002 & Albania 2008—migration’s role in stimulating trade, BUT none reports about net gain in human capital

• 14 countries mention benefits of internal migration; 37 refer as problem & 8 don’t deal;

• Pressure on urban areas (crime, infrastructure burden, sanitation, unemployment); increased vulnerabilities (collapse of traditional safety nets in urban areas—Afghanistan 2008; stagnation in rural areas (shortages of farm labor in Bhutan 2004, population ageing in Nigeria 2005; increased burden on women in Yemen 2002); poverty transmission to urban areas
1. Emigration
- Although a number of countries mention a macro-economic impact of remittances, there is little agreement on what these might be.
- More negative effects of international migration are associated with loss of skilled professionals or human trafficking;
- PRSPs are not internally consistent: for Dominica, emigration is both cause of poverty and contribution to poverty alleviation.

2. Internal migration
- Internal migration is discussed in more negative terms—(1) negative relationship between migration and rural poverty; (2) pressure of rural-urban migration on urban centers; (3) internal displacement problems— in spite of the fact that it is most accessible to poor people and more relevant to poverty reduction.

3. Immigration
- Accent on combatting illegal immigration; increased exposure to poverty & disease (HIV/AIDS); burden posed by immigration of refugees.
### Policy Approaches to Migration

*Dominance of regulatory policy measures on international migration*

<table>
<thead>
<tr>
<th>Proactive/facilitative policies</th>
<th>Number of countries</th>
<th>Regulation/control policies</th>
<th>Number of countries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engage diaspora</td>
<td>17</td>
<td>Combat trafficking</td>
<td>19</td>
</tr>
<tr>
<td>Export labour</td>
<td>10</td>
<td>Simplify/modernise customs</td>
<td>18</td>
</tr>
<tr>
<td>Facilitate remittances</td>
<td>9</td>
<td>Strengthen border control</td>
<td>17</td>
</tr>
<tr>
<td>Sign bilateral agreements</td>
<td>9</td>
<td>Combat illegal migration</td>
<td>12</td>
</tr>
<tr>
<td>Promote investment by diasporas</td>
<td>8</td>
<td>Promote refugee return</td>
<td>10</td>
</tr>
<tr>
<td>Improve labour conditions abroad</td>
<td>6</td>
<td>Tackle the 'brain drain'</td>
<td>9</td>
</tr>
<tr>
<td>Pre-departure training</td>
<td>6</td>
<td>Participate in RCPs</td>
<td>8</td>
</tr>
<tr>
<td>Import skills</td>
<td>4</td>
<td>Promote more research/monitoring</td>
<td>8</td>
</tr>
<tr>
<td>Promote student mobility</td>
<td>3</td>
<td>Support return</td>
<td>7</td>
</tr>
<tr>
<td>Develop consular services</td>
<td>3</td>
<td>Promote refugee integration</td>
<td>7</td>
</tr>
<tr>
<td>Encourage legal remittance channels</td>
<td>3</td>
<td>Combat HIV/AIDS amongst migrants</td>
<td>7</td>
</tr>
<tr>
<td>Regulate recruitment</td>
<td>2</td>
<td>Re-integrate trafficking</td>
<td>5</td>
</tr>
<tr>
<td>Facilitate portability of pensions</td>
<td>2</td>
<td>Build institutional capacity</td>
<td>5</td>
</tr>
<tr>
<td>Encourage female migration</td>
<td>1</td>
<td>Sign readmission agreements</td>
<td>2</td>
</tr>
</tbody>
</table>

Source: Authors’ calculations

*Diversity of rural development initiatives
Afghanistan (2008-- 8 major city development plans)

<table>
<thead>
<tr>
<th>Urban planning</th>
<th>Number of countries</th>
<th>Regulation/control policies</th>
<th>Number of countries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Measures to ease urban congestion</td>
<td>4</td>
<td>Protect IDPs</td>
<td>14</td>
</tr>
<tr>
<td>Encourage rural-urban flows</td>
<td>3</td>
<td>Address land problems in rural areas</td>
<td>7</td>
</tr>
<tr>
<td>Improve position of rural women</td>
<td>2</td>
<td>Reduce youth unemployment</td>
<td>4</td>
</tr>
<tr>
<td>Improve access of migrants to urban services</td>
<td>1</td>
<td>Promote more research/monitoring</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Promote internal resettlement</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Improve security</td>
<td>1</td>
</tr>
</tbody>
</table>

Table 3: Policy measures aimed at internal migration
Conclusion

1. Many PRSPs include reference to migration, BUT difficult to substantiate; 
   Continued focus on lack of development stimulating migration and/or negative 
   consequences of migration on development;

2. Lack of correspondence between PRSPs and the UN records
   19 countries in PRSPs state their position (raise, maintain, lower emigration) vs. 
   8 of these countries are claimed to have “no intervention” policy as per the UN;

3. Positive signs related to impact of international migration (remittances, 
   knowledge transfer, skilled expatriates & investment of wealthy diaspora), but no 
   single example of best practice or evidence for development of practical policy 
   measures;

Discussion

4. Limitations of PRSP-based analysis (who writes them, why and how they are 
   connected to real policy measures, National Development Strategies, etc);

5. Migration, poverty reduction strategy & human development (“packaging” 
   issues & discourse aspirations vs. de-facto policies)
PRSP Cases

Bangladesh
- refers to migration, both internal & international, & clear policy responses;
- provides figures on changing aggregate flows, projections and highlights importance of remittances on household incomes, savings & non-farm activities;
- includes detailed measures for reducing money laundering, establishing banking facilities overseas to deal with complaints from those remitting money;
- addresses identification of external labor market opportunities; pre-departure and return trainings; safe migration & investment;
- mentions the need for “innovative ways to finance the initial cost” of migration.

Sub-Saharan Africa
- Out of 14 countries with several PRSPs, 6 have not seen increasing attention to migration; Senegal & Benin expands on migration-development linkages in the 2nd PRSP; 4 countries treat migration in negative terms—pressure on housing as the result of rural-urban migration (Zambia 2005 & Tanzania 2006); increased poverty & poor sanitation (Uganda 2005, Tanzania 2006), crime (Zambia 2007, Gambia 2007); Ministries on Diaspora Affairs (Burkina Faso & Benin in PRSPs);
- Little evidence to support negative impact of migration, lack of M&E indicators in PRSP.