

A reflection on the dynamics between Migration and Development

Reflection Paper
February 2010



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ACKNOWLEDGEMENT

Caritas Europa dedicated two of its bi-annual Migration Forum in 2005, then in 2007, to exploring the links between migration and development. It was agreed to prolong the reflection and fix it in a paper. In 2008, a task force was set up composed of professionals from Member Organisations and the European secretariat, issued from Caritas Europa Migration Commission and the former Commission on International Development and Peace (CIDP). The task force members wrote the paper in a collective and coordinated effort, followed by a phase of editing.

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I. FOREWORD

Policy coherence is currently a fashionable term to use, but in fact it is a key to solutions: coherence ensures that the external impacts of national or EU policies, whether trade, migration, development or any other policies, do not undermine the aims and objectives of development cooperation.

A policy which may not harm at home may have a negative impact on development abroad. These policy options illustrate the fundamental nature of the discourse on migration and development. The relationship between development and migration policies is indeed complex, sometimes contradictory and often challenging.

Caritas Europa initiated its discourse on Migration and Development in 2001, drawing its legitimacy from the fact that Caritas is a worldwide network, working actively in both migration and development areas at the grass-roots level. Its guiding values and motivation for its work in these fields are based on the Social Teaching of the Church, which is based on the fundamental belief that all people are created equal in dignity.

Since its engagement in the debate on Migration and Development, Caritas Europa has held two Fora dedicated to exploring the topic further. Each Forum involved participants from several continents for discussion on a wide variety of related topics, such as the need for a human rights based approach, remittances, the role of diaspora and the potential of inter-religious dialogue. Both Fora were significant steps in developing this document. The topics discussed there¹ and the conclusions reached will be reflected herein.

This paper should serve as a tool for the Caritas network. It provides a conceptual and factual background, it depicts the current realities and advocates for change. How can the two policy areas of migration and development work together and reinforce each other? Where are the contradicting interests? What are the consequences for the people concerned?

Above all, this paper is a reflection document. It does not set out to provide definitive answers to all questions arising in different realities. It is therefore open for further enrichment while ensuring that the connection attributed between the areas of migration and development does not undermine key issues in either area. It is a living document, reflecting the experience of people working in these areas and it provides examples of good practice. Hopefully these will serve as inspiration for what can potentially be achieved by creating and nurturing synergies between migration and development work.

Finally, this document is an attempt to offer to the Caritas network a broader lens through which it can examine the reality, and respond to the ever-growing global interdependence. Ultimately it should provide a conceptual tool to the actors involved in combating poverty and injustice and in promoting equal opportunities for all.

Erny Gillen
President of Caritas Europa

¹ www.caritas-europa.org Migration Forum 2007 Documents

II. HOW TO USE THIS PAPER

This paper is primarily for the use of Caritas Member Organisations to guide their reflection, their programming and advocacy in the areas of migration and development. The reader may choose to read the paper from page 1 till the end or depending on his/her need, to select only some sections or some themes. For this purpose, a number of repetitions have been voluntarily kept in the text.

The paper is organised as follows:

Chapter 1 - Facts and trends

This chapter provides an update on the reality of migration and development today in the world, including historic background, statistics from reliable sources and observations from Caritas professionals. Several challenges and themes of concern for Caritas have been identified – while in the first chapter these themes are described in a factual way, the second chapter provides an analysis and the view of Caritas Europa on each theme.

Chapter 2 – Policy analysis and recommendations

The analysis focuses a lot on the existing EU policy framework. It is based on the long last-lasting sharing, learning and advocacy work that have been carried out by Caritas Europa and Caritas Internationalis, involving a great number of Member Organisations – as illustrated by the different examples of Caritas actions. Each theme concludes with recommendations for policy change and for improving the ongoing work of Member Organisations.

Chapter 3 - Recommendations for policy and practice improvements

This chapter sums up the recommendations that have been identified throughout the previous chapters. There are some recommendations for improving Caritas practice, and some advocacy messages for policy change.

III. INTRODUCTION

“We must travel this road together, united in minds and hearts.”²

This paper explores the different ways migration and development are linked, both in terms of observable links between the two phenomena and in terms of interactions between migration and development policies. We reflect on how a negative interaction between policies in the two fields can be avoided, how policies in migration and development can contribute to *integral human development* and how migration can be an instrument for development.

For Caritas, respect for human rights and safety along the migration “journey” is a key concern. A human centred and ethical approach is fundamental to every policy. Thus, an ethical interpretation and application of key concepts used in the context of migration and development, including brain drain, remittances, and circular migration is essential. When speaking of development or integral human development, Caritas refers primarily to development of the individual person. Nevertheless, the positive impact of development at an individual level on a community also allows us to refer throughout the paper to development in a broader context, i.e. the community or country.

This paper begins with a discussion of the *phenomena* of migration and development. By providing facts and figures, development issues which have an impact on migration are examined, followed by a section exploring aspects of migration which have an impact on development. Secondly, approaches to development and migration *policies* will be examined. The last section provides Caritas policy recommendations for policy-makers and some recommendations for Caritas Member Organisations in their operational work in the areas of migration and development.

Growing human mobility in the context of globalisation

Globalisation has been accompanied by a new era of mobility. Migration is increasingly being analysed as a development tool. Although large scale migration out of necessity can be primarily seen as a failure of development, the phenomenon can also contribute to some levels of subsequent global development.

For Caritas, **migration** is the movement of people either across an international border, or within a state. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, uprooted people and economic migrants.³

In 2005, international migrants represented **3%**⁴ of the world population and migration constitutes an important feature of the population in many countries. International migration is a historically important process, which forms an indissoluble part of human evolution. In the past, in response to changes in economic, social and political circumstances, it has aided in the expansion of trade and economy, helped to create new nations and territories, fostered urbanisation, opened up new spaces for production, and made decisive contributions to social and cultural change. In the second half of the nineteenth century and the first decades

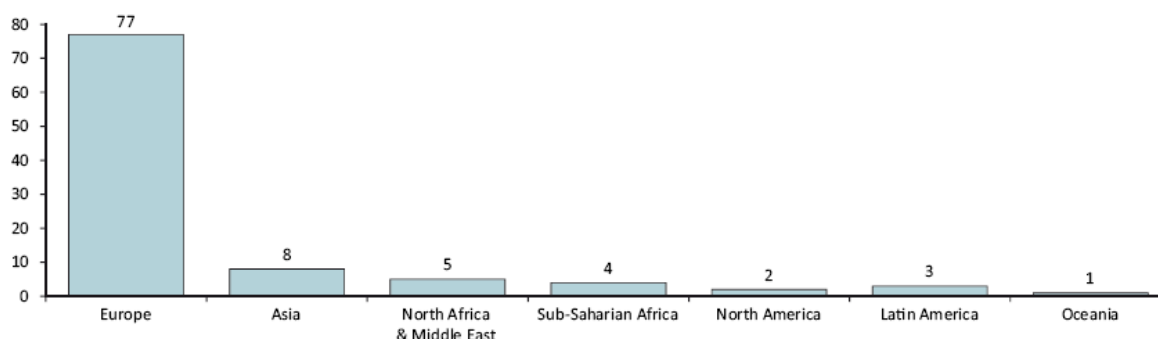
² Pope Paul VI, Papal Encyclical “[Populorum Progressio](#)”, 1967

³ See Annex 1- Glossary

⁴ Population Reference Bureau (2007) <http://www.prb.org/Articles/2007/623Migration.aspx>

of the twentieth century, the world witnessed a type of migration fundamentally consisting of two opposite flows: the voluntary migration of Europeans, which played a key role in the economic growth of some regions of the Old and New World, and another flow involving the (often forced) migration of workers of varying origins, which resulted in enhancing the inequality of the international order.

Graph 1: *Where do the migrants come from? Estimated average per cent of migrants in European countries by region of birth⁵*



One can predict in the short and medium term that migration will continue to be stimulated, in a highly interconnected world in which the profound international economic disparities and acute structural shortcomings of the developing countries will become increasingly visible. In addition, the developed countries, with their aging populations, will strengthen their strategies designed to attract skilled human resources and will keep up their demand for less-skilled workers, the new contingents of which cannot easily be absorbed by the labour markets of the developing countries, although in some of the latter the labour supply will gradually diminish as a result of demographic transition processes.

While there are people who succeed with their personal migration project by finding suitable work and "bread" for their families in a foreign country, the project of many is characterised by exploitation, insecurity, injustice and poverty at all stages of their journey.

However, clear signs of the limited nature of the present scope of globalisation of migration – compared with financial globalisation – are that free movement of persons between countries is limited almost exclusively to one region of the world (the European Union) and is the subject of debates and case-by-case negotiations on international agreements aimed at permitting only temporary movements of persons with qualifications directly connected with business or the provisions of services. This results in estimates of up to 3.8 million irregular situations in EU-27 in 2008⁶, a world of new slaves.

Over the past decades, the number of governments adopting measures to manage migration has significantly increased. Since the mid-1970s, countries of both the more and the less developed regions have attempted to reduce immigration. Although countries are gradually imposing more restrictive immigration measures, a growing number of countries are simultaneously seeking to alleviate labour shortages by promoting the migration of certain categories of migrants, particularly

⁵ Elaboration of World Bank data. in [European Social Watch Report 2009](#), "Migrants in Europe as Development Actors: Between hope and vulnerability", p. 82.

⁶ See http://irregular-migration.hwwi.net/Stock_estimates.6170.0.html

highly skilled individuals. In addition, for many receiving countries, family reunification is the main channel through which new migrants are accepted.

The fact that most migrants move in spite of the persistent barriers to their entry shows the incompatibility between the restrictive approaches adopted and a world, which is advancing towards growing liberalisation of other flows. It is this inconsistency, which is largely responsible for the big increase in the number of undocumented migrants and the emergence of migrant transit areas. It also provides fertile ground for one of the most serious crimes against human rights: the trafficking of persons across frontiers. The increase in such situations highlights the need to promote broader agreements among countries to secure better governance of international migration, to foster full respect for the rights of migrants and to recognise the fundamental role of civil society in formulating measures regarding human migrations.

In spite of the fact that many European countries have experienced both, immigration and emigration, the discourse about migration within Europe tends to highlight the challenges more than the benefits linked to migration and to focus very much on the specific national agenda. One should not forget the significant contribution made by immigrants to the development of wealthy nations. Large scale migration is also demand driven (pull factors), as wealthier nations have been requiring labour force.

A global approach to migration policy is needed for a "triple win":

"Access to and the organisation of systems for legal migration demand a global approach taking into account the possibilities and constraints of countries of origin, transit and destination and of the migrants themselves. The social and economic situation in these countries needs to be balanced with the interests of the persons concerned. Safeguarding the rights of individuals, improving their living and working conditions, cheaper and safe transfers of remittances, programmes to fight poverty and injustice require a strong commitment and action to address this wide range of issues."⁷

Integral human development

Development aims at enhancing opportunities for people to live in dignity and enjoy their fundamental rights. Caritas advocates for **integral human development**, which places the human person at the centre of the development process.

Integral human development is an integral approach, that takes into consideration the well-being of the person, and of all people in their different dimensions: economic (GDP, degree of industrialisation, distribution of income and wealth); social (quality of life in terms of nutrition, health, education and employment, taking into account gender aspects); political (existence of the rule of law; respect for human, civil, political, economic, social and cultural rights; and democracy that is representative and above all participatory); cultural (identity of communities and peoples; capacity for intercultural dialogue and modification of the culture based on that dialogue); ecological (respect for the goods of creation; ensuring quality of life of future generations without ignoring this generation's cry for justice) and the spiritual dimension which draws together the other dimensions in an integral approach.⁸

⁷ Caritas Europa, CCME, COMECE, JRS, Quaker Council for European Affairs, "[Twelve recommendations](#) towards a balanced approach for an EU Migration and asylum policy", July 2007

⁸ Caritas Internationalis Strategic Framework 2007-2011

The concept of integral human development helps those who live in the wealthier parts of the world to recognise that development is not an act of mercy towards poorer countries, but an issue that concerns us all – the human community.

According to Caritas, for migration and development policies to contribute to human integral development:

- Migration should, first and foremost, be an option; for that reason, the root causes of forced migration should be addressed;
- The channels of migration should therefore be legal and safe;
- Development policies should address the root causes of forced migration.

Promoting integral human development meets the promotion of legal, safe and successful migration in the shared fight against the root causes of forced migration, against all forms of poverty and human rights abuses; as a command of our faith and a matter of social justice.

Migration can positively contribute to development both in the country of origin and the country of destination as long as the dignity of migrants is preserved. Where human rights of migrants are respected, a “triple-win” is possible. This means that migration contributes to the integral human development of the host community, the community of origin and the migrant.



IV. SOURCES OF INSPIRATION

Today's migrations constitute the greatest movement of persons, if not of peoples, of all time. They bring us into contact with men and women, our brothers and sisters, who for economic, cultural, political or religious reasons have left or have been compelled to leave their homes and end up, for the most part, in refugee camps, in a soulless megalopolis and in slums on the outskirts of cities, where they often share the marginalisation of the unemployed, the ill-adjusted youth, and abandoned women. The migrant thirsts for some gesture that will make him feel welcome, recognised and acknowledged as a person. Erga Migrantes⁹

Migration in the Light of Catholic Social Teaching

The basic design of Catholic Social Teaching starts with the dignity of every human being. Next, it points to the rights and responsibilities of individuals, communities and societies. It then calls for structures to protect these rights and fulfil these responsibilities, based on the values of truth, justice, freedom, and love.

According to the Judeo-Christian Scriptures, migration is not simply a sociological fact but also a historical event to be reflected in our faith and through our theology. God revealed his Covenant to his people as they were in the process of migrating. This Covenant was a gift and a responsibility; it reflected God's goodness to them but also called them to respond to newcomers in the same way Yahweh responded to them in slavery: "So you too must befriend the alien, for you were once aliens yourselves in the land of Egypt" (Deuteronomy 10:19).

Building on this foundation, Catholic social teaching has reiterated that the true moral worth of any society is how it treats its most vulnerable members. While some in the richer countries claim irregular immigrants have no right to be there, the Church and Caritas believe that a person's true homeland is that which provides a migrant with bread.

If we look at the totality of Catholic Social Teaching up to the present time, there are at least five principles that emerge that have particular relevancy for migration and migrants.

1. Regardless of their legal status in a country, migrants, like all of God's children, possess inherent human dignity that must at all times be respected.
2. Persons have the right to find in their own countries the economic, political, and social opportunities to live in dignity and achieve a full life through the use of their God-given gifts. In other words, people have a right not to migrate.
3. The goods of the earth belong to all people and, therefore, people have the right to migrate to support themselves and their families if they cannot do so in their own country. Sovereign nations have the responsibility to accommodate this right within the limits of their resources.
4. Sovereign nations have the right to control their territories and provide for the common good of their residents, as long as this control is not exerted merely for the purpose of acquiring more wealth. However, more economically powerful nations have a larger obligation to accommodate migration than poor nations do given their greater capacity to host migrants.
5. Refugees and asylum seekers fleeing wars and persecution have a particular claim and right to protection.

⁹ Pontifical Council for the Pastoral Care of Migrants and Itinerant People, "Erga migrantes caritas Christi (*The love of Christ towards migrants*), 2004

Development in the Light of Catholic Social Teaching

In the 1967 encyclical *Populorum Progressio*, Pope Paul VI developed a new, people-centred vision of development in which the full dimension of the human person has to be considered. Thus, development is not restricted to material gain at either a national or individual level but addresses the question of universal interdependence.

Inequality between countries is condemned through a double conviction: 1) social questions are global, and 2) development is the foundation for peace. Development represents whatever is required for humans to live a life in dignity. Economic aspirations come together with the political, human, social and spiritual dimensions.

The world has changed since the publication of *Populorum Progressio*: economic inequalities between countries have become more complex and new forms of inequalities have appeared. We see huge differences of wealth within countries, we see financial and technological globalisation and the new concern for protection of the environment and of natural resources has arisen. Nevertheless, this encyclical contains a fundamental principle always pertinent: development concerns the whole person and development concerns all people. In this sense, development is always integral and an expression of solidarity between people.¹⁰

In his encyclical *Caritas in Veritate*, published in June 2009, Pope Benedict XVI highlights that new challenges in today's world require solidarity¹¹. He emphasizes the destructive aspects of globalization, pointing out the consequences in terms of forced human mobility, unemployment, eclecticism, levelling down of culture and exploitation of non-renewable resources. But he also highlights the new challenges of today's globalised world, in the context of the present financial and economic crisis. He does not reject globalization but he explains that, for Christians, economic considerations and profit can never be the ultimate purpose; the economy must be at the service of the man and not the other way round¹². Thus, the economy is evaluated against criteria such as human dignity, justice, peace, fraternity. The Pope would like to remind everyone, especially governments engaged in boosting the world's economic and social assets, that the *primary capital to be safeguarded and valued is man, the human person in his or her integrity*".

He adds that "through the systemic increase of social inequality, both within a single country and between the populations of different countries (i.e. the massive increase in relative poverty), not only does social cohesion suffer, thereby placing democracy at risk, but so too does the economy, through the progressive erosion of "social capital": the network of relationships of trust, dependability, and respect for rules, all of which are indispensable for any form of civil coexistence."

Therefore, Pope Benedict XVI calls for a greater degree of international ordering, marked by subsidiarity for managing globalization and achieving the integral development of peoples. He also calls for increased and widened solidarity between people through the principle of reciprocity and not paternalism. Thus, he reiterates the message of Pope John Paul II of being in solidarity with the poor in their struggle to overcome destitution. Pope Benedict XVI says that cooperation for development must be considered as "a wonderful opportunity for encounter between cultures and peoples". He adds that "development aid for poor countries must be considered a valid means of creating wealth for all".

¹⁰ Cahiers de L'Atelier n°. 522, Globaliser la Solidarité, July-September 2009, p. 47-54.

¹¹ Cahiers de L'Atelier n°. 522, Globaliser la Solidarité, July-September 2009, p. 55-61.

¹² Herman Van Rompuy, "Une économie au service de l'homme" in Msgr. Schooyans, R. Buttiglione, H. Rompuy, [Un développement humain intégral](#) : la pensée sociale de Benoît XVI dans l'Encyclique *Caritas in veritate*, 2010

CHAPTER 1. PICTURE OF REALITY

This chapter provides an update on the reality of migration and development today in the world, including historic background, statistics from reliable sources and observations from Caritas professionals. Several challenges and themes of concern for Caritas have been identified. In this chapter, these themes are described in a factual way, while in the second chapter, they are further analysed commented from the point of view of Caritas Europa.

"...aid will never be enough, nor will investments, or gifts, or loans. It is not enough to conquer hunger or put an end to poverty. Our goal must be to build a world—a world developed to the full, so much that all men and women, no matter what their race or creed, can live a fully human life." Populorum Progressio¹³

1.1 Development gaps and the impact on migration

This chapter explores how lack of development forces people to migrate. In order to achieve the goals of reducing forced migration, promoting migration as an option and reducing poverty, the link between lack of development and forced migration needs to be understood, as well as what we mean by development.

The links and dynamics between migration and development are complex. Development will not necessarily lead to less migration and migration will not necessarily have a negative impact on development in the country of origin or destination. In order to understand the reasons why people migrate and the effects of migration it is important to distinguish between forced migration, migration out of necessity and migration out of choice.

The expression "forced migration" generally refers to the coerced movement of a person or persons away from their home or home region. Forced migrants are persons, who flee or are obliged to leave their homes or places of habitual residence because of events threatening their lives or safety. Caritas has a broader view on the factors of forced migration which also include the multifaceted aspects of poverty and lack of development.

1.1.1 Development, poverty and inequality

Although there is no universally accepted definition of development Caritas views development as the long-term process of building up community and household social and economic capacities in a sustainable manner, in order to eradicate poverty and vulnerability, and promote social justice. Development is distinct from humanitarian assistance and disaster relief which are immediate and quick fixes.

The fight against poverty lies at the heart of development policies and programmes of Caritas. For Caritas, poverty is a violation of the human right to dignity; development is a fundamental right for every human being and the human rights of every individual should be respected at all times. The Caritas definition of poverty is based on the notion of human integral development. Thus, Caritas considers that poverty does not only refer to monetary or material poverty, but also results from a lack of access to basic goods and services as well as of the absence of any tangible connection to power and decision making. In this context it is noteworthy that whilst women are particularly affected by poverty; they are also major actors in fighting poverty and represent almost half of all migrants. Moreover, poverty can

¹³ Pope Paul VI, Encyclical "[Populorum Progressio](#)" 1967

derive from a feeling of being excluded from society and from an absence of social contacts that generally help improve life conditions (social capital). This implies a need to nurture inclusion policies and participative approaches aimed at empowering the poorest. Caritas has documented Caritas' definition and analysis of poverty in a paper entitled "Poverty Among Us", published in December 2009, in the framework of the 2010 Zero Poverty Campaign. The report clearly highlights that social participation is a tool to prevent poverty¹⁴.

It is often the case that at the beginning of the migration journey there is poverty. While studies have shown that those who suffer from severe poverty are less likely to migrate because of the lack of resources to do so, the statement becomes true when poverty is understood not only economic poverty, but also encompasses exclusion or the lack of opportunities to participate in society through work, freedom of expression or participation in associations. Parents leave their countries because of lack of opportunities for their children. This notion of poverty creates strong links between lack of development and migration. For Caritas, the answer to poverty is human integral development. Migration is often a way of escaping human poverty and of looking for opportunities elsewhere. Hence migration is a livelihood strategy and a potential contribution to human integral development.

The idea that poverty is not only a monetary problem is reflected in the concept of a "human development" developed in the 1990s by Mahboub ul Haq and Amartya Sen, who won the Nobel Prize for economics in 1998. They influenced greatly the development rhetoric with the concept of human development, which recongises social (poverty reduction) and ecological issues (sustainable development). The concept of Human Development was adopted by the United Nations Development Programme (UNDP), thus changing the nature of the development dialogue to focus on human needs and capabilities. UNDP launched the "Human Poverty Index"¹⁵ and the Human Development Index (HDI)¹⁶, whose indicators include basic goods and services such as food, education, basic health care, etc.¹⁷

Currently, the focus is on poverty reduction – or poverty eradication.

The Millennium Declaration adopted by the UN General Assembly in 2000, is an attempt to embody the concept of poverty reduction, through achieving eight monitorable Millennium Development Goals¹⁸ (MDGs) by 2015, as follows:

- 1- Eradicate extreme hunger and poverty
- 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

The MDGs represent a great hope for the poorest countries, even if those goals are the minimum accepted by all countries to significantly reduce poverty. The MDGs have helped mobilising the international community around development matters, and NGOs have been instrumental in promoting the MDGs.

¹⁴ See <http://www.caritas-europa.org/module/FileLib/ZeroPovertyA-BEN.pdf>

¹⁵ See Annex 1 - Glossary

¹⁶ See Annex 1 - Glossary

¹⁷ See http://hdr.undp.org/en/media/HDR_2009_EN_Table_G.pdf for trends in HDI of different countries between 1980 and 2007 (Human Development Report 2009)

¹⁸ See Annex 1 - Glossary. See <http://www.un.org/millenniumgoals/>

Over the last decades, there have also been important development successes: the worldwide proportion of people living in extreme poverty fell from nearly a third to less than one fifth between 1990 and 2004, life expectancy increased significantly (in spite of its reconsideration in some countries due to the AIDS pandemic) and access to drinking water and to primary schools significantly increased too¹⁹.

However, worldwide, 1 billion people barely survive on less than US\$1 (€0.74) a day and 2.6 billion – 40% of the world's population – live on less than US\$2 (€1.5) a day. Extreme poor still account for 41.1% of the population in sub-Saharan Africa. 70% of extreme poor live in rural areas. The number of hungry people has grown year by year to exceed one billion in 2009. Over half a million women still die each year from treatable and preventable complications of pregnancy and childbirth. Every day, on average, more than 26,000 children under age five die around the world, mostly from preventable causes²⁰. Youth represent half of the unemployed in the world

The slow and relative trend of poverty reduction has been accompanied by rising inequalities since the 1960s. Thus, the richest 20 percent of people account for three-quarters of world income²¹. Indeed, inequalities between social groups and between regions represent a major challenge to integral human development. Growing inequalities lead to social exclusion and have a negative impact on social solidarity. They increase the vulnerability of marginalised members of society. At the same time as inequality can lead to migration, current migration policies can exacerbate inequalities: developing countries lose the human resources they need as skilled workers emigrate and migrants are easy victims of social exclusion.

The inequalities that exist in today's world strongly challenge our conviction that humanity is one and individuals must be afforded the possibility of living in conditions that respect their dignity²². Therefore, we must aim to fight inequalities in the same way as we seek to tackle poverty.

1.1.2 The challenges of development policy

1.1.2.1 Official Development Aid (ODA)

At the outset of the 21st century, development aid has increased, as a result of the mobilisation around the Millennium Development Goals (MDGs). Regrettably, however, since 2005, there is evidence of stagnation, and even weakening of this assistance²³.

Since 1970, developed countries, including major ODA donors, have repeated their commitment to provide 0.7% of its Gross National Income (GNI) in aid. In particular, the EU (Member States and the European Commission) agreed to reach the 0.7% by 2015, with an interim target of giving 0.52% of collective GNI as aid by 2010.

In 2008, total ODA was estimated by the OECD at around 121 billion US dollars, i.e. 0.31% of donor countries' GNI, while EU aid was 70 billion dollars, i.e. 0.43% of its

¹⁹ See WHO Statistical Information System for trends in life expectancy at birth, population with sustainable access to improved water sources and primary school enrolment: <http://apps.who.int/whosis/data/Search.jsp?countries=%5bLocation%5d.Members>

²⁰ United Nations Millennium Development Goals report 2007; UNDP Human Development Report 2007/ 2008; UNICEF, The State of the World's Children, 2008.

²¹ United Nations Millennium Development Goals report 2007; UNDP Human Development Report 2007/ 2008.

²² See Human Development Report 2009 for Gini index: <http://hdrstats.undp.org/en/indicators/161.html>

²³ United Nations Millennium Development Goals Report 2009

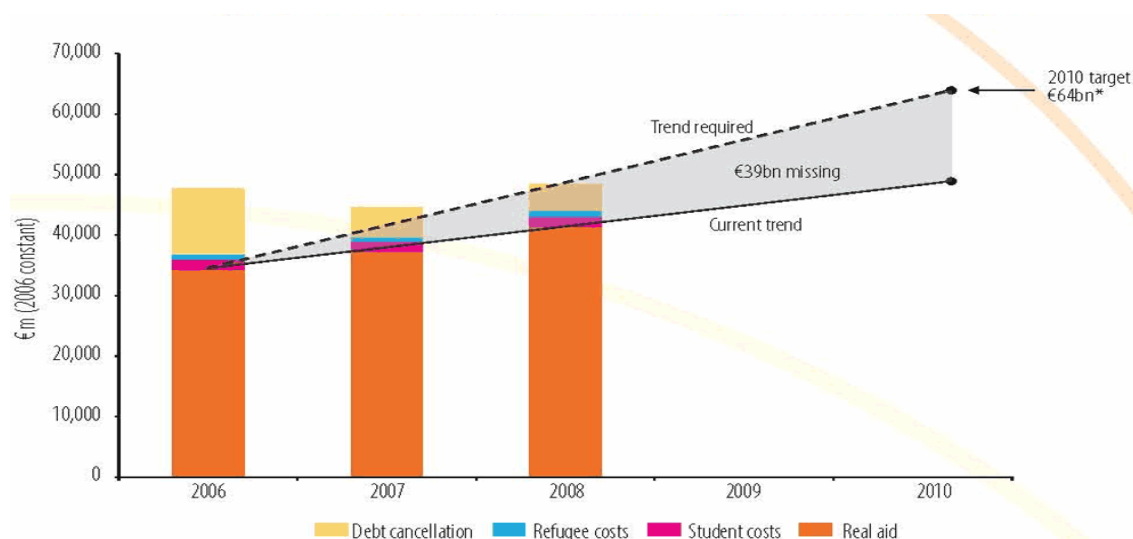
GNI²⁴. And according to European Commission estimates, the EU will only reach the collective 2010 target in 2012.

In the present context of economic recession, temptation is high for governments to stagnate or to reduce their aid; and to “inflate” their official aid figures with items such as debt relief, student and refugee costs which do not directly target poverty. For example, migration-related expenses such as the building and maintenance of undocumented migrants’ detention centres are calculated in the ODA figure although these expenses do not contribute to the aims of development aid.

Thus, CONCORD 2009 AidWatch report²⁵ shows that discounting these items, collective EU aid stood at only 0.34% of GNI in 2008... making the interim target looking even more far out of reach unless major efforts are done. But in 2009, several EU Member States announced outright cuts in 2010 budget and others predicting falls in their ODA in absolute terms in 2010. “Whilst falling GNI figures due to the recession may enable some Member States still to reach the 2010 target as ODA is calculated relative to GNI, it is clear that real aid volumes across Europe are under severe torea”.²⁶

The fact that donor countries are failing to increase their ODA up to 0.7% of their GNI, as promised, is a great scandal for humanity and one which Caritas Europa denounces with great vigour, notably through the instrumental campaign led by CONCORD and its AidWatch project.

Graph 2: Trends of EU -15 genuine aid²⁷



Another challenge to ODA, and another link between aid and migration comes from the fact that donor countries are the same countries which have become more concerned with their national security over the years; and they reflect this concern

²⁴ OECD statistics on ODA: <http://stats.oecd.org/index.aspx>

²⁵ CONCORD AidWatch Report 2009 http://www.concordeurope.org/Files/media/internetdocumentsENG/3_Topics/Topics/Aidwatch/AidWatch-report-2009_light.pdf for

²⁶ CONCORD AidWatch Update: EU Aid in Jeopardy?, December 2009 http://www.concordeurope.org/Files/media/extranetdocumentsENG/NavigationPrincipale/06.Publications/06_3_PositionsandStudies/CONCORD-EU-aid-briefing-dec09-PDF.pdf

²⁷ CONCORD AidWatch Report 2009, p. 10. This target of 64 bn EUR takes into account OECD’s calculations revising down aid volumes as a consequence of the impact of the financial crisis on European economies. Source: CONCORD calculations based on OECD (2009), EC (2009), OECD Creditor Reporting System and Eurostats.

in their aid policy. Hence they impose on aid recipients, i.e. developing countries, the conditionality of good migration management for receiving more financial support. This is why for example we see countries with high migration flows to the EU receive more EU financial assistance. This is considered as a politicisation of aid, when aid is delivered to support donors' political or policy interests, rather than developing countries' needs.

While more aid is needed, the quality and impact of aid must be improved in order to reach the Millennium Development Goals. To increase aid effectiveness²⁸, strengthened democratic ownership through greater civil society participation and accountability of governments for aid disbursement and use are required. Reaching the MDGs also requires aid to be totally centred on the fight against poverty and inequalities, and not driven by any other geopolitical, trade or security considerations.

This being said, even increased quantity and quality of EU aid cannot have a maximum impact on poverty in developing countries, if the other EU external policies affecting developing countries (e.g. trade, agriculture, security, climate change) are not coherent with development objectives. There are apparent contradictions when donor countries give aid to developing countries with one hand, and with the other hand, they take back the benefit for development by imposing trade rules and agreements that have detrimental consequences for the population, especially vulnerable groups, such as small farmers and fishermen²⁹. Yet, policy coherence for development is an obligation under the EU Treaty of Lisbon, and needs to be further implemented.

1.1.2.2 Lack of governance and rule of law

Since the 1990s the international donor community came to realise that neither development aid nor greater justice in world trade relations can solve the problem of poverty alone, if there is no good, democratic and participatory governance.

In principle the concept of good governance covers the following elements:

- Rule of law
- Security and peace
- Efficient and stable public institutions, including the judiciary system
- Accountability of the governing bodies to the people
- Transparency and absence of corruption

Bad governance has been seen by development actors as one of the main causes for the lack or even fall-back of development. This failure of policy and institutions causes the state to lose its legitimacy to the people and ultimately to become a failed state. It is not surprising that countries suffering from bad governance lead the list of "export countries" of human beings, be it migrants or refugees (see map 1 and table 1). Conflict and violence are the manifestation of an extreme situation of state failure. These situations force people -refugees and internally displaced people (IDPs) - to flee in order to save their lives. Conflict prevention is therefore necessary to address forced migration.

²⁸ Paris Declaration on Aid Effectiveness and Accra Agenda for Action:

<http://www.oecd.org/dataoecd/11/41/34428351.pdf>

²⁹ Spotlight on Policy Coherence, CONCORD 2009 Report:

http://www.concordeurope.org/Files/media/internetdocumentsENG/5_Press/1_Press_releases/00pressreleases2009/CONCORD_PCD-Spotlight-report_light.pdf

States suffering from bad governance are often characterised by long term structural inequality, a limited history of representational democracy and lack of a national development strategy. In this situation, migration, through social remittances and the activities of diasporas in their countries of origin, may be a vehicle to introduce new democratic and good governance concepts and new models of power sharing, as well as new ideas for public actions.

1.1.2.3 Unsustainable natural resources management

The depletion of natural resources, the reduction of biodiversity and **climate change** are imperilling the gains of decades of effort put into human development and threatening the livelihood of millions of people and compelling them to migrate.

The poor and marginalised are the most vulnerable to natural disasters caused or aggravated by climate change. Increased natural hazards and past disasters make whole regions uninhabitable. Deforestation leads to mudslides and floods, such as in Pakistan and Nepal. Desertification endangers traditional ways of using the land, leads to the lack of food and water security, like in Kenya and Sudan.

In 2007, millions of people were affected by flooding in South Asia, Mexico had the worst floods in 50 years and huge swathes of Africa from the Atlantic seaboard to the Indian Ocean were under water³⁰. These natural disasters, often related to climate change, cause people to flee from their regions or countries. Estimates show that the number of environmentally displaced people could amount to 200 million by 2050³¹. These "climate refugees" are forcing us to advocate for opening up the global debate on climate change, to take into consideration its impact on migration flows.

Table 1: "Top Ten" Country Rankings According to Different Measures of Poverty, Insecurity and Vulnerability (The "worst" case at the top of each column)³²

Poverty and Hunger Index (2008) ³³	Deadliest Conflicts of 1990s ³⁴	% of population affected by natural disaster (2006) ³⁵	Global Peace Index (inverse, 2008) ³⁶	Failed States Index (2007) ³⁷
Sierra Leone	Rwanda	Malawi	Iraq	Sudan
CAR	Angola	Burundi	Sudan	Iraq
Burundi	Somalia	Niger	Israel	Somalia
Niger	Bosnia	Djibouti	Russia	Zimbabwe
Zambia	Liberia	Kenya	Nigeria	Chad
Madagascar	Burundi	Philippines	Colombia	Cote d'Ivoire
Uganda	Chechnya	Mali	Pakistan	DRC
Zimbabwe	Tajikistan	Afghanistan	Lebanon	Afghanistan
Nigeria	Algeria	Mozambique	Cote d'Ivoire	Guinea
Rwanda	Gulf War	China	Angola	CAR

³⁰ See Caritas Internationalis report "Climate Justice: seeking a Global Ethic" at <http://www.caritas.org/includes/pdf/climatejusticeEng.pdf>

³¹ Brown, Oli. 2008. Migration and Climate Change. International Organization for Migration (IOM): Research Series No. 31. Geneva: IOM. See <http://www.ehs.unu.edu/file.php?id=621> (UNU-Care International, EHS, CIESIN, May 2009), p. 2.

³² Adapted from Rethinking food security in humanitarian response, D. Maxwell et al, 2008 https://www.care.org/newsroom/articles/2008/04/FoodSecurity_Report.pdf

³³ Source: Net progress towards MDG1 based on all 5 official measures of poverty and hunger. Source: U. Gentilini and P. Webb. 2008. How Are We Doing on Poverty and Hunger Reduction? A New Measure of Country Performance. Mimeo

³⁴ Source: Murray, C et. al. 2002. Armed Conflict as a public health problem. British Medical Journal. 324:346-9

³⁵ Source: Centre for Research on the Epidemiology of Disasters. 2007. CRED CRUNCH 8: 1

³⁶ Source: Vision of Humanity.com website

³⁷ Source: Foreign Policy.com website

Another link between natural resources and forced migration is **food insecurity**. Among the causes of food insecurity, there are problems of access to food, notably hindered by rising food prices. These high food prices are partially caused by the increase in oil prices. Moreover, the EU and many governments in developed countries have promoted the use of agro-fuels as an alternative to dependency on oil and natural gas. This is inciting farmers in developing countries to shift their production from food to agro-fuels, resulting in aggravating the increasing trend of food-insecure people in the world³⁸. For example, in Mozambique where 41% of children under 5 are suffering of chronic hunger, 21 new agro-fuel production projects were presented to the government for approval in June 2008³⁹.

Climate justice, including adaptation and mitigation of climate change, better protection and responsible management of natural resources in developing countries are essential for preventing forced migration, and ensuring sustainable development.

1.1.2.4 Unjust global trade system

Unjust trade rules jeopardise development of many countries, forcing ordinary people in developing countries to migrate, in order to get away from poverty and other privation.

Pope John Paul II, in 2001, said that "the Church's social doctrine holds that economic growth must be integrated with other values, so as to become a qualitative growth. As a result it must be just, stable, respectful of cultural and social individuality, as well as ecologically suitable. It cannot be separated from an investment in people, and in the creative and innovative capacity of the individual, who is the basic resource of any society."⁴⁰

Trade, which can stimulate the creation of economic growth and employment, arguably offers an important opportunity to eradicate poverty on a sustained basis and provides opportunities for people to enjoy decent lives in their home countries. However, as they stand, many international trade rules are fundamentally unfair and lead to poverty on a vast scale. An example is that of EU or US agricultural subsidies which lead to dumping of excess goods on the markets of some of the world's poorest countries, thereby undercutting local farmers and often forcing them out of business. Within the World Trade Organisation (WTO), many rich countries lobby hard for poor countries to open their markets, while protecting their own producers with tariffs and subsidies. The current negotiations on Economic Partnership Agreements between the EU and the African, Caribbean and Pacific (ACP) countries are another example of this trend⁴¹.

Small entrepreneurs, farmers, fishermen and their communities have suffered the consequence of this unjust system and many of them have embarked on a migration journey, against their most profound aspiration to live a decent life at home.

³⁸ Caritas Europa response to European Commission's Consultation on the future EU Policy framework on food security in developing countries: <http://www.caritas-europa.org/code/EN/inte.asp?Page=1036>

³⁹ ActionAid International, 2009: http://actionaidusa.org/assets/pdfs/food_rights/rethinking_the_rush.pdf ()

⁴⁰ Pope John Paul II, May 2001, Address to the members of the foundation for ethics and economics

⁴¹ CONCORD Report "Spotlight on Policy Coherence", 2009, pp. 13-16 on trade: http://www.concordeurope.org/Files/media/internetdocumentsENG/5_Press/1_Press_releases/00pressreleases2009/CONCORD_CD-Spotlight-report_light.pdf

1.2 Migration and the impact on development

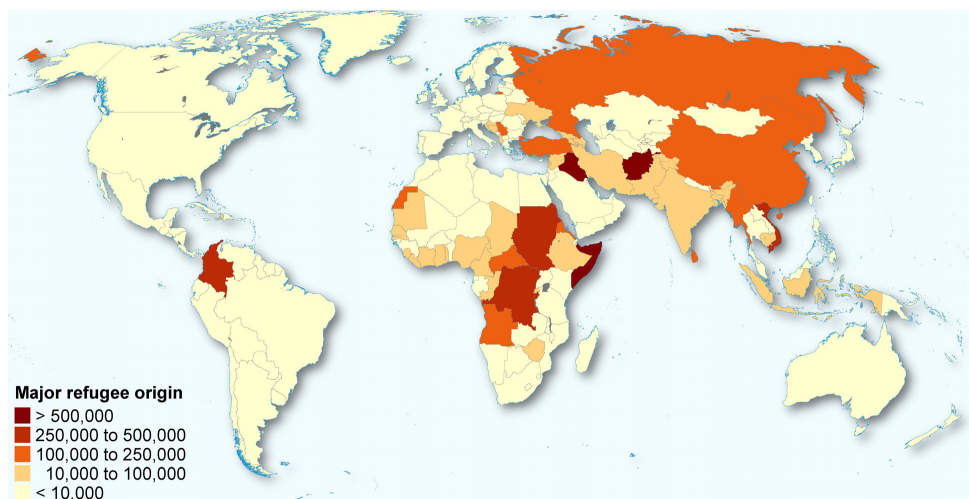
In this chapter we continue to reflect on the links between the phenomena of migration and development. However, the focus is on the impact of migration on the prospects of development. Migration brings many opportunities; nevertheless there are cases where migration is a challenge for development, especially when migration is forced, where migrants' rights are not respected or where the interests of developing countries (and migrants' countries of origin) are overlooked.

1.2.1 Forced migration and insecurity

There are increasingly patterns and trends in forced migration as result of ethnic conflicts, inequitable access to natural resources, declining living conditions and chronic and pervasive human rights abuses, repression, armed conflicts as well as natural disasters. Internally Displaced Persons (IDPs)⁴² and refugees may depart on their own initiative to escape these life-threatening situations, people are more and more often driven from their homes by governments and insurgent groups intending to depopulate an area of an ethnic, religious or other group or shift the composition of a population of a given area. In any case, they did not consider migration as a real choice, but it was imposed on them by the deteriorated circumstances.

There were 42 million forcibly displaced people worldwide at the end of 2008. This includes 15.2 million refugees, 827,000 asylum-seekers (pending cases) and 26 million IDPs⁴³.

Map 1: Major source countries of refugees, end-2008 ⁴⁴



The three major refugee hosting countries at the end of 2008 were Pakistan, Syria and Iran, with a total approximating 3.8 million people. In the top ten, the only two European and developed countries are Germany and the UK, with a total of almost 875,000 refugees⁴⁵.

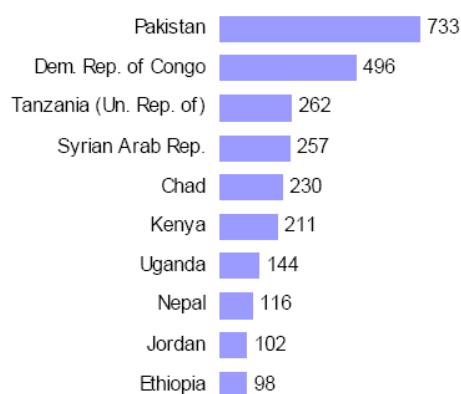
⁴² See Annex 1 - Glossary

⁴³ UNHCR 2008 Global Trends: <http://www.unhcr.org/4a375c426.html>

⁴⁴ *id*

⁴⁵ *id*

Graph 3: Number of refugees per 1 USD GDP per capita ⁴⁶



All the first 25 countries with the highest number of refugees on their territory compared to their national economy (GDP per capita) are developing countries, including 15 Least Developed Countries. Therefore, the major responsibility for hosting IDPs and refugees displaced by conflict is borne by on their own countries and other developing countries, not by developed countries which would have a larger capacity.

Repeated cycles of instability and the resulting internal displacement and refugee movements not only cause humanitarian emergencies but can also erode the gains of development initiatives and investment⁴⁷ as well as further and prolong destabilisation in both countries of origin, of transit and destination.

Mass migration, especially of the most educated and skilled people may lead to labour shortages in key sectors in the countries of origin, thereby hampering and undermining development prospects (see p. 26). The presence of IDPs and migration flows may also change the traditional ethnic, racial or religious composition of the receiving society, which may engender discrimination and lead to new or renewed conflicts.

The mass arrival of refugees and IDPs puts pressure on the often limited resources of communities and countries where they seek shelter. For instance, in Chad, IDPs and refugees from Darfur flee to desert areas, putting pressure on already scarce natural resources, such as water and firewood. With no self-support means, many IDPs and refugees are dependent on external assistance and as a result, hindered from contributing to their hosting communities.

IDPs and refugees are often caught in a vicious circle: the ongoing instability in their home communities prevents them from returning while at the same time their presence and the resultant pressure on resources in their country of destination can be a source of conflict and instability there.

People affected by the respective conflicts do not only face the insecurities and threats connected with forced displacement, but additionally often find themselves in a hostile receiving society and subjected to accelerated migratory procedures often resulting in involuntary returns to their country of origin in accordance with strict anti-terrorism measures.

Countries in conflict are one example of a strong link between migration and development: insecurity forces people to leave and creates destitute communities with no opportunities for development or for migrants to return. In addition, the movement of refugees and IDPs may induce new conflicts in the hosting or origin area, which is not compatible with sustainable development.

⁴⁶ This is the number of refugees hosted per 1 USD of the Gross Domestic Product of the country concerned. The larger the number of refugees, the larger the effort the country has to make in relation to its economy in order to absorb the refugees. See <http://www.unhcr.org/4a375c426.html> (2008 Global Trends).

⁴⁷ Conflict sensitivity and Peace building in Development, Trocaire, 2004

Afghanistan

According to UNHCR, Afghanistan continues to be the leading country of origin of refugees worldwide. At the end of 2006, 2.1 million Afghan refugees represented 21 percent of the global refugee population in 71 asylum countries. The main countries of asylum for Afghan refugees are Pakistan, Iran, Germany, the Netherlands, United Kingdom and others.

More than 365,000 Afghans returned voluntarily to their homeland assisted by UNHCR. In addition the *forced* return migration of millions of Afghan citizens from Pakistan and Iran is a constant threat. Returnees had and are facing a variety of needs ranging from shelter and food to legal aid pertaining issues of property.

Return and reintegration needs were mainstreamed into the Afghan National

Development Strategy. Some 29,500 landless returnees and IDPs became eligible for the Land Allocation Scheme of the Government of Afghanistan. So far, 3,500 families have begun living on their plots.

The capacity of Afghanistan to cope with returns is limited, and in the absence of sufficient reintegration support properly planned for in the national development strategy, further repatriation will become more difficult. Many returnees went back to their former asylum countries or have become internally displaced. Insecurity partly prevented humanitarian organisations from efforts to sustain returns. Consequently, the number of IDPs in Afghanistan increased in 2007 to 129,000, including 35,000 people newly displaced from conflict-affected areas in the south. (source: UNHCR)

Sudan

The third largest refugee population worldwide after Afghanistan and Iraq is Sudan. UNHCR statistics show approximately 686.000 displaced persons coming from Darfur at the beginning of 2007. Most of them fled to neighbouring countries such as Chad, Uganda, Kenya or Ethiopia. The largest numbers of asylum-seekers in Europe coming from Sudan mostly went to Italy and France. The numbers of internally displaced persons within Sudan are strikingly high.

In Sudan, the unstable situation continuously provokes new displacements and physical insecurity, sexual and gender-based violence and the occupation of land remain major problems. Humanitarian aid is often impeded by

absent or deficient infrastructure in the regions. The absence of rule of law, frequent land disputes and the presence of mines constituted some of the major security challenges in the area.

Besides security concerns especially in the Darfur, the brain drain is more tangible than in any other country, especially in Southern Sudan. Qualified personnel, whether health workers, teachers, administrators etc. have long left for Uganda or Kenya.

All efforts to encourage the return of refugees and IDPs are severely hampered by this fact and the difficult logistical conditions on top of it. (source: UNHCR)

1.2.2 The impact of migration of women

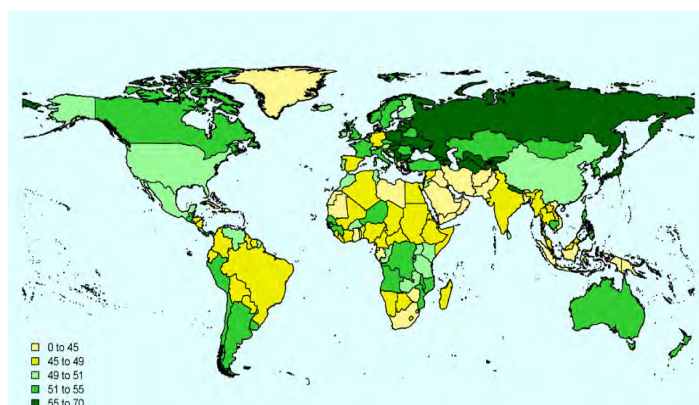
Of the 191 million migrants⁴⁸ worldwide, approximately half are women (95 million)⁴⁹. In contrast to the past many of them now migrate alone and not as a companion to their husband or with their family. A significant proportion of all migrants are young women aged between 15 and 30.

Migrant women face high risks during their journey and upon arrival at their destination. Migrant women are at high risk of trauma as a consequence of violence during their journey: sexual violence and the respective consequences, including pregnancy, injuries and infections such as HIV/AIDS.

⁴⁸ Migrants include regular and irregular Migrants, Asylum Seekers, Refugees and Trafficked persons.

⁴⁹ United Nations Facts Sheet on <http://www.un-instraw.org/en/index.php?option=content&task=blogcategory&id=76&Itemid=110> , 28/03/2007
Stephanie Grant: *International migration and human rights*. A paper prepared for the policy analysis and research programme of the Global Commission on International Migration, September 2005, p. 33: For example, in 2003, the Indonesian government and World Bank stated that 76 percent of migrant workers from Indonesia were women. Similarly, in 2001 women represented 73 percent of newly hired migrant workers from the Philippines.

Map 2: Percentage female among migrants, 2010 ⁵⁰



Women facing poverty and a lack of opportunities in their countries of origin and experiencing violence and exploitation along the migration route are easy targets for traffickers. Traffickers exploit women's hopes, promising them a richer economic and social future abroad whilst luring them into forced labour, in most cases forced prostitution, sweat-shops and domestic work.

The possibility of working in a private household is seen as an opportunity for many female migrants. Domestic work worldwide is an unregulated sector of the labour market (laws for work in private households exist in only 19 countries)⁵¹; women are therefore at high risk of being exploited or badly treated. These threats can be attributed to the lack of implementation of rights and measures for women (especially in countries of transit) and to the inexistence of appropriate migration policies.

In spite of the fact that half of the global refugee population is female only a minority of women are granted refugee status. This is primarily because causes of persecution based on the unequal cultural, social or legal position of women and men are rarely accepted as valid grounds for refugee status and because women often lack the education (literacy) and administration skills to complete the bureaucratic application process.⁵²

The impact of female migration on the economy of countries of origin and countries of destination has only recently begun to be recognised by the international community and governments. In spite of the dangers of the migration journey, migration can clearly improve the quality of migrant women's lives financially as well as their personal development.

The family members who remain at home can also benefit from the migration of their female relatives. Data shows that women regularly and consistently send a higher proportion of their earnings back home, investing in their daily needs for food, education and health care; migrant women also bring home new ideas.

"Beyond financial remittances, social remittances of migrant women (ideas, skills, attitudes, knowledge, etc.) can also boost socio-economic development and promote human rights and gender equality. Migrant women who send money transmit a new definition of what it means to be female. This can affect how families and communities view women. (...) Women abroad also play a role when it comes to promoting the rights of their counterparts back home. A good example of this is the

⁵⁰ See http://www.un.org/esa/population/publications/2009Migration_Chart/ittmig_wallchart09.pdf

⁵¹ United Nations Population Fund, *A passage to hope, Women and International Migration*, State of the World Population 2006, 2006, p. 52.

⁵² Jennifer Harris, *Refugee Women: Failing to Implement Solutions*, Human Rights Brief 7, Issue 3, 2000, on: <http://www.wcl.american.edu/hrbrief/v7i3/refugee.htm>

*vigorous lobbying undertaken by Afghan expatriate women to promote greater female participation in the new constitution of their home country. (...)*⁵³

On the other hand, the fact that mothers and daughters emigrate has a strong impact on their children or on their parents. Those who remain at home in charge of their grandchildren might themselves eventually require care and help, and might be forced to leave their grandchildren in order to look after themselves. It is being reported from countries with strong emigration that a "deprived generation" of young people is now emerging. Girls in the household of origin may be forced to leave school in absence of their mother to take care of the household.

Women are also part of the problem of brain drain⁵⁴, especially in the health sector as nurses migrate in search of more favourable working conditions, better salaries and career opportunities, like in Ghana.⁵⁵

In spite of the dangers of the migration journey, remaining in their country of origin is often not a viable alternative for many women. Women's rightful search for greater economic, political and social equality can therefore only be achieved through policies which take into account not only the challenges faced by women and their community of origin, but more importantly women's potential. This implies a challenge for migration policies as well as a challenge for development policies as it requires a sharp reshaping, taking the problems, concerns and potential of female migrants into account.

1.2.3 Migration and the impact on families and communities

1.2.3.1 The Family

Migration of one or more individuals influences the lives of families and communities. The decision to migrate is taken on the basis of information often influenced by myths and expectations linked to it. The financing and planning of one family-member's migration is thus often an investment made by the whole family as part of a livelihood strategy, with the perspective of financial and social gain. The support implies a minimum social and financial capital a family must have before investing in the migration process. This is clearly linked to the observation that the poorest members of a society can rarely afford to migrate. The "mission" the migrants are sent on and the expectations related to that mission alter not only the life of the sending community, but also the life of the individual people and their personal development in the country of destination.

On arrival, migrants are confronted with a different society, dissimilar behaviour patterns and a new lifestyle. This not only changes the individual's horizon but may also be reflected back to the home community. Migrants' reactions either encourage or discourage potential future migrants of their network. In many cases, return migration is a very sensitive issue for the individual who has to justify this 'failure' not only at a personal level but also to the rest of the family and community of origin.

The perceptions of the role of family and the relationships of family members generally differ in the country of origin and the country of destination. Role patterns

⁵³ United Nations Population Fund, *A passage to hope, Women and International Migration*, State of the World Population 2006, 2006, p. 29.

⁵⁴ See Annex 1 - Glossary

⁵⁵ Jennifer Harris, *Refugee Women: Failing to Implement Solutions*, Human Rights Brief 7, Issue 3, 2000

are not limited to the family, but will include the wider field of politics, democracy and civil society at large. Another challenge is the fact that the migrants sometimes have to accept the loss of the social position they had in the country of origin where they may have achieved another status through a job or political action. The extent and the speed at which migrants change their existing behaviour patterns depends on their capacity to adapt, e.g. to learn languages, as well as on the possibilities for integration in the country of destination.

There is a constant risk that families can fracture over the prolonged stages of the migrants' integration in the country of destination. Another issue is whether migrants are able to financially support their family while simultaneously trying to integrate in the country of destination.

Those who remain behind in the country of origin have to assume the role of those who have left. Grandparents might have to take the role of educators for their grandchildren if their parents leave and children might suffer strongly from the absence of one or both of their parents. The situation worsens depending on the length of the absence of the parents. In regions with a high migration rates (Poland, Ukraine, Romania, Philippines) Caritas organisations talk about a generation of children who grow with symptoms of deprivation. These are the "orphans of migration".

1.2.3.2 Diaspora Communities

The strong links that migrants maintain between their country of origin and country of destination, mainly through family networks, are not only a challenge for family members to maintain, they also constitute a potential for stability and development.

At the outset of the process, diaspora organisations support the individual migrant throughout the process of migration, often financially, morally and emotionally throughout their difficulties in integrating in the receiving society. At the same time, the migrant's family in the country of origin receive support in the form of remittances and through the ideas, skills and knowledge the migrant has gained.

Diaspora communities have grown steadily in the last century and it can be observed that many of these communities are astonishingly active in promoting development in their home regions and countries of destination. If allowed to contribute in a structured way to their communities in the countries of origin and destination, diaspora organisations will increase solidarity within and between societies, providing more options and diminishing the risk that people embark on a hazardous journey.

They encourage the maintaining of connections to the region of origin which not only ease return migration but also promote development in those regions through remittances, trade relations and their support for projects such as establishment of schools or hospitals. They also help individual migrants to integrate in their country of destination through different forms of assistance and activities for political participation. For example, the Global Commission on International Migration found that Mexican 'hometown associations' have a strong tradition and are very active in promoting development in their localities of origin. There are currently over 600 Mexican hometown associations in 30 cities in the USA⁵⁶.

⁵⁶ The Global Commission on International Migration Report, *Migration in an Interconnected World: New Directions for Action*. Switzerland: SRO-Kundig 2005, p. 29: <http://www.gcim.org/attachements/gcimcomplete-report-2005.pdf>

The high potential of diaspora communities has been recognised by many governments. Today the idea of encouraging these communities and cooperating with them can be found on most agendas and action plans on development policy. Through the encouragement of their participation in local politics in the country of their residence as well as in the development of their country of origin, integration can be successfully achieved without leading to forced assimilation. In this way, the potential for conflict in the country of destination is enormously reduced and political participation increased.⁵⁷

1.2.4 The impact of migration of skilled workers and the risk of brain drain

The term “brain drain” was first coined by the Royal Society in the United Kingdom in the context of the migration of skilled scientific and technical workers from post-war Europe to North America. Today, the term “brain drain” usually refers to any large-scale emigration of individuals with technical skills or knowledge, usually from developing countries to industrialised ones. However, the notion of the whole human being behind this term is too often ignored as the human being is reduced to the utility of the labour market. Caritas wants to remind that when individuals leave a country or area, there is a resulting drain of human resources, not merely of a brain⁵⁸.

Despite the fact that the right of movement is a fundamental principle and the brain drain phenomenon cannot be generalised, it is nevertheless hindering the development prospects of countries with high rates of emigration of skilled people. In countries of destination there is also a risk of “brain waste” where highly qualified migrant workers are employed below their qualifications.

Without any re-entry policy planning or development projects which include also some form of brain gain for countries of origin, massive emigration of skilled people leads inevitably to a dramatic brain drain instead of a gain for countries of origin.

Since 1990 approximately 20.000 skilled workers each year leave the African continent and head towards industrialised countries⁵⁹. According to Balla Moussa Daffé, former Minister of the Scientific and Technological Research of Senegal, three-quarters of Senegalese researchers have left the country for the United States, United Kingdom and France.

An estimated 3 million Zimbabweans fled the country as a result of government induced human rights abuses and political and economic crises. Slightly more than a million of whom have departed for the UK, US and Canada; they are primarily the migrants with the best education or social connections. 43% of Zimbabwe’s nurses have emigrated seeking better pay and working conditions and a further 68% of health professions want to leave.⁶⁰ This loss is of particular concern to the country’s health service, which is already overburdened by the HIV/Aids pandemic.

The same goes for Malawi, knowing that more Malawian doctors work in the city of Manchester alone than in the whole country of Malawi. The shortage of doctors and nurses in developing countries is complicating the fight against HIV/AIDS (more than 30 million people who are HIV positive in Africa) and other diseases. The World

⁵⁷ Research done on Diasporas can be found on www.migrationinformation.org/issue_jun03.cfm , for example: Steven Vertovec, *The Political Importance of Diasporas*, University of Oxford, June 2005.

⁵⁸ European Social Watch, Report 2009, “Migrants in Europe as Development Actors: Between hope and vulnerability”, pp. 88-90 for data on education migration and brain drain: <http://www.socialwatch.eu/wcm/>

⁵⁹ IOM statistics

⁶⁰ Voice of America, ‘Many more Zimbabwean health workers could emigrate’, Reliefweb, Nov 2006

Health Organisation (WHO) suggests as a necessary minimum standard 100 nurses for 100.000 people. In Uganda the ratio is 10/100.000, in Finland 2.000/100.000. This clearly illustrates the nature of the problem.⁶¹

On the demand side, this drain of human resources is fuelled by the fact that the so-called "industrialised nations" have a great need for a work force educated in the health sector because of the ageing population in these countries and probably the failure to train a sufficient number of health personnel in their country. The EU Member States tend to have recourse to migrant health workers from developing countries. This fact leads to an unbalanced distribution of the healthcare workforce worldwide. However, the brain drain phenomenon occurs also in the so-called developed countries, such as Canada, Australia, France, Germany, Italy, Sweden and United Kingdom, where there is an emigration towards the United States. The emigration process in this case is not necessarily a permanent one but is rather characterised by a circulatory movement, with a greater chance of return to the country of origin for the migrants. This may occur because the countries of origin have social and economic structures, which are able to absorb the skilled returnees – often a big challenge in developing countries.

1.2.5 The link between development and the integration of migrants

Caritas Europa defines integration as a long-term, multi-faceted process aimed at establishing a relationship based on equality, mutuality and shared responsibility among all members of society, including migrants. Caritas Europa's definition of integration avoids any reference to receiving societies, but defines integration as a task for any community where people live together. Moreover, "people can also belong to many non-geographical communities, for example economic, political and religious groups in which interest and a sense of belonging rather than location links them".⁶²

Nowadays, integration has become a major issue on both national and EU-agendas, as increasingly it has become common knowledge that integration policies are an indispensable element of migration policies.

So far integration has been mainly discussed in the context of the receiving societies, the societies where people start a new life. Yet, the discourse on "Migration and Development" adds another layer on the definition, which is how integration can be discussed in the context of global communities.

Migrants who are integrated in the receiving society can be agents of change in two directions: towards the receiving society as well as towards their society of origin. In the receiving society they contribute to a larger diversity, they challenge existing values, they revive markets, and they are ambassadors of multilingualism and cultural diversity. As with many other potentially vulnerable groups in the receiving society they are a touchstone for our ability to live peacefully together. After more than 50 years of migrant workers in many European countries, the door seems to open towards a broader recognition of the migrant as a person with talents and not only as a labour force, with social deficits.

If, as Caritas believes, poverty is not simply the lack of income and financial resources, but also encompasses the notion of vulnerability and lack of opportunities, including access to education and health, services and infrastructure as well as

⁶¹United Nations Population Division; State of the world population 2006; see page 8 and 27:

http://www.unfpa.org/upload/lib_pub_file/650_filename_sowp06-en.pdf,

⁶² Caritas Europa position paper "Integration: a process involving all", 2004: <http://www.caritas-europa.org/module/FileLib/IntegrationAProcessInvolvingFinal.pdf>

information and political participation, then integration is also a dimension of combating poverty. Diaspora communities can play a significant role in the integration process.

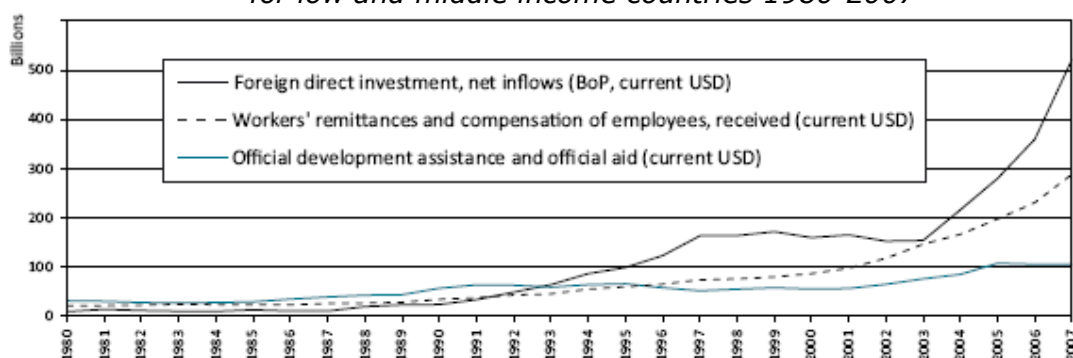
1.2.6 The impact of remittances on development

Remittances are the monetary transfers made by migrants to their countries of origin. Remittances and donations made by migrants constitute key building blocks of subsistence and economic growth in many countries. According to the Organisation for Economic Development and Cooperation (OECD), remittances stand as one of the channels to contribute to economic growth and poverty reduction in the migrant sending-country. Remittances therefore are often seen as an obvious instrument to link migration and development.

The importance of migrant remittances is manifest. Worldwide, estimates of remittances ranges from between \$73 billion to \$ 230 billion per year. Approximately 60% of them would go to developing countries⁶³. 500 million people, i.e. 8% of the world's population, receive remittances. In many developing countries, remittances make up a significant share of the Gross Domestic Product (GDP). Even though the different financial flows between developed and developing countries should not be compared in a too simple way due to their very different nature and objectives, it is worth noting that in countries such as Mexico, Sri Lanka, Morocco, migrants' remittances surpass the level of ODA and of public and private capital inflows.

Because of the informal nature of many transfers - an unknown proportion travels in the pockets of migrants, relatives or friends - the central banks are unable to estimate their value accurately.

Graph 4: Absolute trends for FDI, ODA and remittances for low and middle income countries 1980-2007 ⁶⁴



It is the volume of remittance flows that has contributed to raising the interest of the international community in the relationship between migration and development.

Remittances are often sent by informal channels, because of the distrust and the high fees charged in the local legal banking system. For example, Serbian men and women living in Switzerland sent remittances to their relatives back in Serbia using personal transport, i.e. carrying money by hand during visits to home, or through a

⁶³ Kathleen Newland, Migration Policy Institute, "Migration as a Factor in Development and Poverty Reduction", June 2003. The World Bank's 'Global Development Finance' 2003 estimates the remittances at \$72.3 billion. Given the large amounts of remittances transferred through informal channels, the figures are likely to be underestimates.

⁶⁴ World Bank data, in European Social Watch, Report 2009, "Migrants in Europe as Development Actors: Between hope and vulnerability", p. 11, <http://www.socialwatch.eu/wcm>

third party, such as through the network of the bus companies⁶⁵. "Until such problems as poor infrastructure, corruption, lack of access to credit, distance from markets, lack of entrepreneurial skills, and disincentives to saving are tackled, it is unrealistic to expect remittances to solve the problem of low investment in poor communities"⁶⁶.

There is no doubt that these remittances are an important source of income, but factors such as the forms of the transfers, the channels of transmission (formal or informal), the costs of transmission and the ways the money is used (consumption, savings or investment) make it difficult to evaluate their actual and potential impact on the development of the recipient communities.

Some studies have shown that remittances seem to primarily be used to cover immediate needs, for food, healthcare, education and housing, as well as repayment of debt.⁶⁷ They constitute a significant portion of household income and an important social safety net for poor families. Thus, remittances are rarely used for productive purposes, such as income-earning, job-creating investment. The controversy comes from the fact that they may constitute a factor of inequality, encourage the consumption of imported goods and create remittances dependency.

Nevertheless, depending on the policies key stakeholders, particularly governments, are willing to implement, remittances can be a potentially powerful tool for development. The ways remittance are used is fundamental because while their primary objective may differ from sustainable development, they can have a positive impact on key aspects of development, including human capital formation, investments, poverty reduction, and macro-economic stability and, in some cases, even on social and political change.

In addition to economic remittances, social remittances (ideas, skills, attitudes, knowledge, etc.) can also promote socio-economic development and human rights.

⁶⁵ IOM, "A study of migrants-Sending households in Serbia Receiving remittances from Switzerland", 2007

⁶⁶ Kathleen Newland, Migration Policy Institute, "Migration as a Factor in Development and Poverty Reduction", June 2003

⁶⁷ European Social Watch, Report 2009, "Migrants in Europe as Development Actors: Between hope and vulnerability", p. 12, <http://www.socialwatch.eu/wcm>.

CHAPTER 2. MIGRATION AND DEVELOPMENT POLICIES FOR INTEGRAL HUMAN DEVELOPMENT

How can migration, social or development policies contribute to achieve integral human development and eradicate forced migration?

In this section, we will look at how to improve migration, social and development policies that can directly impact the flow of forced migration and migrants' welfare, as well as the coherence and articulation of the different policies. For the different themes of concern identified in the first chapter, we will provide a policy analysis and recommendations from the point of view of Caritas Europa. Our analysis focuses mainly on the existing policy framework in the European Union. It is based on the long-lasting work of Caritas Organisations, as illustrated by different examples.

2.1 The concept of "Migration and Development" in policy discourse⁶⁸

2.1.1 The discourse at international level

The search for a new world order after the end of the Cold War in the early 1990s coupled with the accelerating globalisation of markets and economies helped underscore the global nature of international migration and the importance of managing migration flows effectively so as to maximise its benefits for all actors concerned. Thus, in his 2002 report entitled "Strengthening of the United Nations: an agenda for further change"⁶⁹, the UN Secretary-General identified international migration as one of the main issues on which the organisation had to deepen its knowledge, sharpen its focus and act more effectively.

The UN has been pursuing international cooperation in the field of international migration in three ways⁷⁰; a) through the regular activities of the UN agencies (e.g. UNDP, ILO) within their respective mandates; b) through the adoption of legal instruments on international migration; and c) through the establishment of international norms adopted by global conferences.

In 1994, the International Conference on Population and Development adopted a Programme of Action⁷¹, which marks the beginning of a growing recognition that international migration and development are inexorably linked and are of key relevance to the global agenda. Migration has been increasingly seen as both a response to the dynamics of development and a facilitator of social and economic change. In recent years, as migrant remittances rose and the trans-national linkages of migrants and their communities of origin grew stronger through advanced communication technology, the debate has begun to concentrate on how the benefits of migration can be maximised, for sending, receiving and transit countries, as well as for the migrants themselves.

The 2006 UN High-Level Dialogue on International Migration and Development (HLD) was a watershed event in building international consensus on the links between migration and development. The political will generated at the High-Level Dialogue

⁶⁸ See Annex 2 which provides a short description and the weblinks of initiatives at global level.

⁶⁹ http://www.undg.org/archive_docs/1385-Strengthening_of_the_UN_An_agenda_for_further_change.pdf

⁷⁰ See European Social Watch, Report 2009, "Migrants in Europe as Development Actors: Between hope and vulnerability", pp. 98-99 for information on parties to UN instruments.

⁷¹ <http://www.un.org/popin/icpd2.htm>

resulted in the creation of a state-led initiative, the annual Global Forum on Migration and Development (GFMD). The first meeting was hosted by Belgium in July 2007; the second one took place in October 2008 in Manila and the last one in November 2009 in Athens.

It emerged from the GFMD that the priority should be to develop mechanisms to effectively build synergies between migration policies and national development planning processes, and to ensure better utilisation of the resources of the many stakeholders with an interest in migration, including the development cooperation community. Thus, the International Organisation for Migration (IOM) called for "stepped up measures to make migration work for development"⁷², including mainstreaming migration into development planning agendas and building capacities to deal more effectively with the global labour market.

The GFMD – and related activities such as the civil society days, preceding the governmental meetings – have provided a new impetus for bilateral and multilateral cooperation, facilitating the continuing evolution of the migration and development discourse, and the practical development of new ideas and concepts.

However, there is concern from civil society and more so from Catholic agencies that the GFMD is excessively focusing on how migrants can contribute to development in their home countries. It is felt that the right to development of migrants and their right not to (be forced to) migrate are overlooked. Both sides of the migration-development nexus need to be emphasised. In their recommendations for the 2009 GFMD, Caritas Internationalis and other Christian organisations highlight the need to place humans at the centre of the debate, to prioritise poverty reduction and to increase policy coherence and participation for development.⁷³

In the global discourse, **co-development** is emerging as an important concept. There is no clear definition of co-development in current political discourse, but the concept is based on the idea that migrants contribute to the development of their host and origin countries. The concept was first invented by a French scholar Sami Nair in 1997; however the term has been used with different meanings and purposes by governments and policy makers.

In view of the HLD in 2006, the Secretary-General issued a report on international migration and development where the role of migration for co-development was specified:

*"This new era has created challenges and opportunities for societies throughout the world. It also has served to underscore the clear linkage between migration and development, as well as the opportunities it provides for co-development, that is, the concerted improvement of economic and social conditions at both origin and destination."*⁷⁴

Furthermore, the term co-development is very much used both in French political discourse and EU discourse, but primarily in relation to migration flow management. For example, The EU's 1999 Tampere programme states that key elements in migration management are the development of partnerships with countries of origin and policies of co-development.

⁷² IOM Follow-up Activities to the First and Preparatory Activities for the Second GFMD, http://www.un.org/esa/population/meetings/sixthcoord2007/P15_IOM.pdf

⁷³ See <http://www.caritas-europa.org/module/FileLib/GFMDChristianstatement091030final.pdf>

⁷⁴ UN report A/61/187, p.5: [http://www.queensu.ca/samp/migrationresources/reports/Report%20of%20the%20SG\(June%2006\)_English.pdf](http://www.queensu.ca/samp/migrationresources/reports/Report%20of%20the%20SG(June%2006)_English.pdf)

In 2005 the Council of Europe adopted a resolution where co-development is regarded as a way of controlling migration: migrants can contribute to development of their home country which in its turn contributes to migration management⁷⁵. In the Council of Europe recommendations based on this resolution, relevant intergovernmental committees are asked to formulate policies where migration and co-development result in benefits for all parties involved⁷⁶.

However, the impact of co-development is limited when the main objective of migration management is the reduction of immigration to the EU. For Caritas, the advantage of the concept of co-development is that it recognises migrants as critical actors in the development of their countries of origin and destination. In Caritas opinion, co-development can foster North-South win-win partnerships as long as migration is envisaged as a factor of development and the general public perceives migrants as an enriching factor for a community.

2.1.2 The discourse at the European Union level

Similarly at the level of EU policy, migration and development are increasingly linked in policy discourse⁷⁷, since the adoption of the "Tampere programme" in 1999. This multi-annual programme was based on the newly acquired competence of the EU in the area of asylum and migration from the 1998 Amsterdam Treaty. Under the chapter "A common EU Asylum and Migration Policy", the first of the four objectives was to establish partnerships with countries of origin of migration to the EU.

After 11 September 2001 terrorist attacks, migration management issues have been integrated into EU foreign policy and counter-terrorism policy. Consequently, the European Commission's communication of December 2002 "Integrating Migration Issues in the European Union's Relations with Third Countries" is heavily focused on migration control.

Year 2005 was rich in EU's initiatives relating to migration and development. On one hand, the multi-annual Hague Programme on EU migration policy includes limited development objectives. Clearly, addressing root causes of migration is not a priority of the Programme. In the EU Global Approach to Migration also adopted in 2005, the development aspects of migration are taken into consideration but the objective remains reducing migration to the Europe. On the other hand, the European Consensus on Development elaborates on the EU Treaty's commitment that all EU policies that affect developing countries, including migration policy, should adhere to the objectives of development; this is the principle of Policy Coherence for Development (PCD). However, the EU Member States and the EU institutions have still often let security concerns prevail over development objectives.

In September 2005 the European Commission also issued its Communication "Migration and Development: some concrete orientations"⁷⁸. There the Commission outlined practical measures in order to facilitate the transfer of remittances, to

⁷⁵ Council of Europe resolution:

<http://assembly.coe.int/Mainf.asp?link=http://assembly.coe.int/Documents/AdoptedText/ta05/ERES1462.htm>

⁷⁶ Council of Europe recommendation:

<http://assembly.coe.int/Mainf.asp?link=/Documents/AdoptedText/ta05/EREC1718.htm>

⁷⁷ CONCORD Report, "Spotlight on Policy Coherence", 2009, pp. 22-26:

http://www.concordeurope.org/Files/media/internetdocumentsENG/5_Press/1_Press_releases/00pressreleases2009/CONCORD_PCD-Spotlight-report_light.pdf and European Social Watch Report 2009, "Migrants in Europe as Development Actors", p. 8-10.

⁷⁸ See <http://eur->

lex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexplus!prod!DocNumber&lg=en&type_doc=COMfinal&an_doc=2005&nu_doc=390

enhance the role of diasporas in EU Member States, to encourage circular migration and to mitigate adverse effects of brain drain. This initiative encouraging positive links between migration and development was welcomed by Caritas and other Christian organisations, but the rather narrow minded view on the links and the lack of a people centred perspective was highlighted in their response to this Communication⁷⁹.

The European Pact on Immigration and Asylum adopted in 2008 is built upon the EU Global Approach. The Pact encourages facilitation of investment of migrant earnings in their country of origin. The Pact also encourages legal migration on the condition that countries of origin control irregular migration. This presents the risk of a shift of development policy towards migration management rather than poverty eradication.

Furthermore, the EU Blue Card Directive adopted in 2009 on conditions of residence in the EU for highly skilled workers offers positive provisions such as the equal treatment of migrants and their mobility within the EU. However, the Directive lacks measures against the risk of brain drain in countries of origin. There are no equivalent EU legislation to enhance the legal migration channels for people with no or poor qualifications.

The new multi-annual programme, "the Stockholm Programme", replacing the Hague Programme since 2010, includes a heading "migration and development". The Council invites the Commission to submit proposals on remittances, on the involvement of diaspora groups and on circular migration. In its proposal of action plan implementing the Stockholm programme, the Commission proposes a communication on remittances, diaspora and circular migration in 2010. The contribution of EU migration policy to development goals is not sufficiently emphasised and is limited to what was already presented in the 2005 communication on migration and development.

The prevalence of migration management has also become prevalent in development cooperation agreements. A good example is the Cotonou Agreement signed in 2000 between the EU and the countries of Africa, the Caribbean and the Pacific (ACP) to build a partnership for the eradication of poverty. The Agreement includes an article 13 which focuses on the management of irregular migration, as a criterion for programming and performance. During the 2010 mid-term review, issues of security, stability, migration management and governance have been extensively discussed. This increased concern in security is both a result of the ongoing economic and financial crisis and a result of the political orientations of the EU-Africa Strategy adopted in 2007 where a partnership for peace and security was placed as a top priority.

2.2 Policies to fight the root causes of forced migration

According to Caritas, the root causes of forced migration include poverty, conflict, human rights violations, lack of opportunities, corruption, environmental degradation and lack of democracy. Recommendations for tackling these challenges are proposed in this chapter.

⁷⁹ Caritas Europa, CCME, COMECE, ICMC, JRS-Europe, QCEA, APRODEV, "Comments on the Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions "Migration and Development: Some concrete orientations" COM (2005) 390 final", May 2006: <http://www.caritas-europa.org/module/FileLib/060524CommentsMigDev.pdf>

Tackling forced migration effectively requires coherent strategies which provides humanitarian assistance and protection, activities and policies tackling reconciliation, sustainable return and re-integration of displaced persons and migrants, and addressing the root causes of instability. These challenges are not only the responsibility of the receiving countries but of all stakeholders, including the countries of origin, the international community, NGOs, as well as the migrants, refugees and IDPs themselves.

The role of NGOs as watchdogs in the development process is instrumental and advocacy and campaign can be efficient instruments to influence the policy environment and the public debate. Furthermore, NGOs provide social services facilitating the development and integration processes, such as health care, legal advice, vocational training, microfinance, support to prisoners, etc.

2.2.1 Humanitarian aid for refugees and disaster victims

Natural (e.g. Tsunami) and man-made (e.g. conflicts) humanitarian crises often result in sudden massive flows of IDPs and refugees. Developing countries are particularly affected by these events as they are the first to be hit by such crises and the first to host the fleeing population.

Receiving countries, their communities and institutions, are put under a great pressure to provide survival means to the IDPs and refugees: their immediate needs are immense, including shelter, food, water, sanitation; and in the short term, they will need physical and mental health support, education for the children and income-generating activities.

The most vulnerable of those seeking refuge are Internally Displaced People (IDPs)⁸⁰. IDPs may flee the same violence and threats as refugees, but remain within their home countries and receive less protection under international humanitarian law and obligations. Their situation deserves special attention of the international community and organisations.

The way in which forced migrants are received depends on the receiving country's policies and interests. The geopolitical interests of the receiving country too often determine the level of support necessary to take care of the refugee population.

For example, Syria kept its borders quasi open for more than two years to people fleeing the war in Iraq, resulting in the arrival of more than one million Iraqis staying more or less long term on Syrian territory. Given the tense relations between Syria and many Western (donor) governments, the Syrian government received relatively little technical and financial support for coping with the needs of the Iraqi refugees. Yet, until it got logistically impossible to sustain, Iraqi children were accepted in public schools and public hospitals where they were received in the same way as Syrians. This was not the case in neighboring Jordan. Nevertheless, the country having closer ties with Western governments, received far more donor support, but fewer refugees.

NGOs have a legitimate and important role to play in providing humanitarian assistance, and in responding to the immediate needs following crises. It is equally important that they stay in the countries after the emergency phase and implement development projects targeting the migrant populations who often have immense

⁸⁰ See Annex 1 – Glossary

needs and often have a disadvantaged position in the receiving society. Development projects should carefully balance the needs of the refugee population and the needs of the receiving communities in order to prevent new conflicts or hostility where the host community regards the migrants as a burden. It is therefore critical to promote projects dedicated to reinforcing solidarity links and inter-community dialogue bringing together the migrants/refugees and the local population of a given area.

Caritas in Action

Mauritania currently hosts ca. 40,000 migrants, many of them in transit. In addition to food and medical assistance for the most vulnerable cases, the Caritas network provides counselling for finding employment and shelter and training for illiterate persons.

Recommendations

Caritas Europa advocates for continued support to refugee-receiving countries once the immediate needs after a crisis have been addressed. Development projects in receiving countries should be as inclusive as possible, targeting both the migrants and local populations, and include inter-community activities.

In compliance with the humanitarian principles, donors should deliver humanitarian aid to refugees on the basis of real human needs, irrespective of any geopolitical or other considerations.

2.2.2 Conflict and disaster prevention

Security, meaning the absence of violence and destruction, is a pre-condition for both sustainable development and safe migration across the globe. Conflict and human or natural disaster prevention are indispensable for avoiding forced migration. Development programmes should include conflict prevention, peace-building and inter-community dialogue.

Natural disaster prevention, mitigation and adaptation to climate change impact and disaster preparedness programmes should be developed. Such programmes are relevant at all levels - national and community levels.

In 2009, in the run-up to the Copenhagen summit, Caritas Internationalis was engaged in a campaign, together with CIDSE, calling for climate justice⁸¹. Caritas highlights the right to development of communities in developing countries, which are severely hit by climate change and natural disasters. Caritas calls on the EU and industrialised countries which contribute the most to world pollution to take up their historical and moral obligation to support developing countries to cope with the impact of climate change, notably through availing appropriate funding. Such funding must be separate, predictable and additional to ODA money which has already been promised for poverty eradication action.

All elements of Good Governance, including accountability, transparency and integrity (absence of corruption) of public institutions, good public sector management, respect for the rule of law and an efficient judiciary system, are pillars for avoiding conflict and for successful development. One aspect to highlight is the need to ensure legal security, which encompasses civil registration as well as land registration. The existence of legal security can be a critical factor determining whether people feel obliged to migrate, as well as whether migrants return.

⁸¹ See campaign website: http://www.caritas.org/activities/climate_change/campaign.html

The participation of civil society and migrants in the design of a coherent development/poverty reduction strategy is also a fruitful strategy to pave the way for a democratic and inclusive society where different groups of people coexist peacefully.

2.2.3 Poverty alleviation

Unemployment, the lack of income, decent opportunities and social perspectives are reasons for people, especially young people, to look elsewhere for opportunities that they do not have locally.

Coherent and well-coordinated pro-poor economic and social policies should be developed and access to basic social services should be reinforced, especially for the poorest and most marginalised groups. The role of NGOs in providing services is critical. NGOs should also participate in the design, implementation and monitoring of these policies.

Employment policies are essential for avoiding rates of migration which have a negative impact on the society of origin. Supporting young people to find decent employment is not only essential for economic growth, but also regulates migration flows and stops the transmission of poverty from one generation to the next. Primary education for all is an indispensable first goal but not sufficient. Professional and vocational training is needed to prepare youth for jobs needed in their countries.

In addition, depending on the needs of the country, it is necessary to promote initiatives aimed at employing the available labour force in useful and sustainable employment. Similarly, it is essential to finance projects which require a substantial working force and to facilitate access to micro credit.

Caritas in Action

In Georgia the Caritas network is engaged in fighting poverty and the lack of opportunities - the root causes of migration. Based on a survey targeted at young people, the causes for migration were analysed. In a second phase, based on the findings of the survey, village committees were formed in order to find joint-solutions. Trainings to individuals were delivered and the foundation of small businesses was supported by this project.

Recommendations

Employment policies in developing countries should improve and widen people's opportunities, and should target young people in particular. Increasing decent employment opportunities is a key element of development policies and a useful strategy to avoid a negative impact of migration on (developing) countries of origin.

2.2.4 Promotion of democracy and active civil society

Democracy is the best option for the respect of human rights. Therefore, the development and protection of democracy is of utmost concern to Caritas. The strengthening of civil society is a determinative factor of development and democracy - a fundamental part of human development. In the last decade, numerous new democracies have been established in the world. However, the fragile status of democracy in many cases is one important factor of forced migration.

Democracy can notably be reinforced through the application of the principle of subsidiarity, concretised by:

- promoting the role of the family as the first unit of society,
- developing civil society organisations which give people the possibilities to take responsibilities and initiatives,
- encouraging of private initiatives that foster economic and social dynamism
- organising decentralisation, which brings decision-making closer to the people, especially in remote or rural areas.

The principle of subsidiary must be a central element of public policies and strategies. In this way participation is encouraged and opportunities are increased with the prospect of fulfilling potentialities of all.

Recommendations

Caritas Europa promotes the active role of civil society organisations (e.g. associations, migrants'/diaspora organisations, microfinance institutions, cooperatives, federations, networks and other social movements) in the development process. Their dynamism and force are essential for the peaceful and sustainable development of democratic societies.

Donors and governments should create a political, legal and financial enabling environment for civil society, including migrants' and diaspora organisations to be involved in the process of designing, implementing monitoring and evaluating public policies affecting poor people's life, including migration, development and trade. Their voices, in particular those of migrants, must be heard.

2.3 More integrated migration and development policies

When we speak of migration and development policies, we speak of any policies which aim to have an impact on migration, migrants and the development of country of origin and destination. Our goal is to achieve a greater integration and coherence of these policies in order to achieve our goal of human integral development. This chapter proposes approaches for achieving this goal.

2.3.1 Rights-based approach for migration and development policies

Too often the debate about migration takes a cost-benefits approach viewing the individual migrant as a commodity, instead of placing the human rights imperatives at the forefront. Migration is a right, not just a means to escaping a life of poverty and insecurity or seeking better prospects beyond one's country's borders.

The Universal Declaration of Human Rights⁸² provides for the right to life, liberty and security of a person (Article 3); the right to freedom of thought, conscience and religion (Article 18), as well as the right to freedom of opinion and expression (Article 19), etc ... *In addition, all men and women do enjoy the right to emigrate*, for everyone has the right to leave any country, including his/her own and to return to his/her country (Article 13).

There is a clear link between respect for fundamental rights and ending forced migration. As stated in the report of the Global Commission on International

⁸² Universal Declaration of Human Rights, 1948, on: <http://www.un.org/Overview/rights.html>.

Migration⁸³, women, men and children should be able to realise their potential, meet their needs, exercise their human rights and fulfill their aspirations in their country of origin and hence migrate out of choice, rather than out of necessity. As the former UN High Commissioner for Human Rights, Louise Arbour, pointed "*managing migration flows effectively requires understanding that migrants are not simply agents of development, but human beings with rights, which States have an obligation to protect*"⁸⁴.

Along the migration journey, issues relating to human rights can be found, that deserve very special attention. For example:

- Many people decide to migrate because the conditions in which they live or work do not respect fundamental standards of human rights and dignity.
- People migrating under stress, or escaping harsh situations, including conflicts in their communities of origin, are less equipped to confront the challenges ahead of them. Vulnerable as they are, they are at a greater risk of be exposed to perpetrators of human rights abuses, such as human traffickers.
- Once in the country of destination, migrants may be unaware of their rights or the ways to exercise them, which undermines their opportunities and access to protection and services.
- The situation of migrants in immigration detention is often degrading. Sometimes migrants in detention are accorded fewer rights than criminal offenders; or there are children who are held in prolonged administrative detention without proper justification.

Human rights abuses and discriminations reinforce the patterns of exclusion and disadvantages in all aspects of public life, including working conditions, access to social services, justice, education, healthcare, housing, and participation in decision-making processes. They may also foster resentment among migrants, distrust and failure. On the other hand, respecting human rights of migrants will allow them to realise their potentials, integrate in a society and thus contribute to human development.

According to Arbour, "*a human-rights approach to migration will not only help to guide integration, but also ensure that the concerns of the most vulnerable in a receiving society are addressed and the benefits of migration equitably shared*"⁸⁵. It goes without saying that the fundamental rights of migrants must be respected at all stages, regardless of their legal status.

Caritas in Action

In Guatemala, Honduras, El Salvador and Nicaragua the Caritas network is engaged in strengthening civil society's response to the issue of migration. Awareness campaigns which focus on the risks of migration and the violation of human rights, and campaigns to enforce labour rights form core activities of Caritas programmes.

Civil Society Organisations, including faith based organisations such as Caritas have a role to play in raising awareness about human rights, and the fundamental rights of migrants in particular, in countries of origin, transit and destination. They also have a role to play in monitoring and exposing cases of abuses, as well as providing judicial

⁸³ Global Commission on International Migration, "Migration in an interconnected world: new directions for action", October 2005, p. 13: www.gcim.org/en/finalreport.html.

⁸⁴ Remarks of the High Commissioner during the High Level Panel in Geneva in preparation of the High Level Dialogue of the General Assembly on Migration and Development, 4 July 2006

⁸⁵ Remarks of the UN High Commissioner for Human Rights during the High Level Panel in Geneva in preparation of the High Level Dialogue of the General Assembly on Migration and Development, 4 July 2006

advice and protection. The promotion of all human rights is an efficient tool to prevent forced migration and abuses.

Recommendations

Caritas advocates for a human-rights based approach to migration and development policies, which includes a systematic human rights impact assessment.

Migrants should be guaranteed the right to family life, by introducing legal provisions on family reunification, which are in the best interest of children.

Caritas Europa calls for the strengthening of international legal protection for all migrants and the accountability of governments in this respect.

2.3.2 Greater policy coherence for development

The principle of policy coherence for development (PCD) is found in the European Consensus on Development and the Cotonou Agreement between the EU and ACP countries. PCD has a firm legal basis in the Lisbon Treaty, which is applicable by European institutions as well as Member States. Since 2007, the European Commission produces every 2 year a report describing the progress of the EU on PCD, including the coherence of the EU's migration policy with development objectives.

Insufficient coherence of government policies in foreign affairs, development, migration, security, trade, agriculture and the environment have adverse effects on the development processes and on the most vulnerable people in countries of origin of migration. Sustainable development can not be achieved when the rights of large parts of the global population to social development are being denied.

It is high time to put the human being at the forefront and properly assess the impact of external policies designed by rich (destination) countries on the development of less developed countries of origin. This applies also to the global orientations and policies carried out by international and regional organisations and institutions, such as the EU, the World Bank, the International Monetary Fund or the UN.

In order to enhance the development impact and alleviate poverty, policy coherence is key. According to the PCD principle, development objectives must be integrated into migration policies, as well as in trade policies or agriculture policies. Policy coherence should not be understood as only in a bilateral dimension between development and migration policies but in a more multi-dimensional manner so that the policy connections between development, migration and climate change or development, migration and trade are properly addressed. The key criteria for policy coherence are always the policy impact on living conditions and the creation/maintaining of opportunities for people to make their own choices.

Regarding migration, sources of incoherence with development objectives and challenges increasingly come from linking migration to internal security. In fact migration policy in many countries is under the responsibility of the ministry of interior also responsible for security. Furthermore, stricter migration control in developing countries as encouraged by the EU through its foreign policy have

contributed to increased cases of human rights abuses such as arbitrary detentions and expulsions in EU neighbouring countries⁸⁶.

Another example of lack of policy coherence with development objectives are current trade policies of donor countries. These can have many negative consequences on poverty and inequality, hence forcing people to migrate. Trade rules and trade agreements to date have disproportionately benefited some nations, and sectors within those nations, and negatively impacted if not devastated others. Protective and subsidies-based trade and agricultural policies, as designed by the EU and the US (e.g. Economic Partnership Agreements (EPAs), EU Common Agriculture Policy (CAP), Access agreements between OECD countries and coastal countries), have a negative impact on poor people in developing countries, especially among small farmers and entrepreneurs and may force them to migrate.

In addition, trade rules and agreements need to be structured in a manner that is fair, prioritise the reduction of poverty and protection of the interests of the most vulnerable⁸⁷. In the context of high prices of first necessity products, fighting food insecurity implies supporting family agriculture and small producers. This support can take various forms: access to credit, inputs (particularly regarding fertilizer), and facilitation of their products commercialisation. If nothing is done, small farmers will be condemned to migration toward cities or other countries⁸⁸.

Recommendations

Caritas Europa calls for a greater coherence of policies in different sectors, including migration policy, with development objectives. Policies likely to affect developing countries should promote human, economic, social and cultural rights and the participation of all in the development of human communities. The external policy areas that need to be taken into consideration with respect to migration and development are notably trade, agriculture and climate change.

Caritas Europa advocates for a systematic and thorough assessment of the impact of external policies on developing countries, especially on the poor and vulnerable groups, including the impact on forced migration.

In order to avoid negative impact on small farmers and entrepreneurs in developing countries and their forced migration, EU and international trade and agriculture policies must take into account developing countries' interests and not only ease exchanges and globalisation. These must also be coherent with the objectives of development and especially the MDGs.

2.3.3 Halt to the misuse of ODA for migration flow management

It is necessary to separate the objective of migration control from that of development aid. We can observe the use of conditionality clauses for ODA⁸⁹ and the trend in some donor countries to use "aid" in fields where development, i.e. poverty alleviation and the realisation of human rights, is not the primary purpose, such as security.

⁸⁶ CONCORD, "Spotlight on Policy Coherence", 2009: http://www.concordeurope.org/Files/media/internetdocumentsENG/5_Press/1_Press_releases/00pressreleases2009/CONCORD_PCD-Spotlight-report_light.pdf

⁸⁷ See Annex 1 – Glossary for the definition of fair trade

⁸⁸ CONCORD, "Spotlight on Policy Coherence", 2009, chapter on trade p. 15: http://www.concordeurope.org/Files/media/internetdocumentsENG/5_Press/1_Press_releases/00pressreleases2009/CONCORD_PCD-Spotlight-report_light.pdf

⁸⁹ See Annex 2 – Glossary.

For example, ODA may be allocated in priority to developing countries that show willingness to improve their management of migration through reinforcing border controls, actively fighting irregular migration, or taking back migrants when a destination country, who happen to be also an ODA donor country, seeks to return them.

It is important to closely monitor ODA volumes and content and constantly remind donor governments that ODA is an instrument for development only. This is why Caritas Europa has been supporting CONCORD AidWatch project. Development aid must contribute to shape a better world, and allow an enhancement of people's life condition, especially of the poor. This aid must contribute to fighting root causes of poverty, promoting human rights and enhancing possibilities for all, such as accessibility to basic services (water, food, health, and education), work opportunities, capacity to develop potentials and a secure environment sufficient for all society members.

ODA can be used as a catalyst to diffuse the benefits of migration and facilitate adjustments through the promotion of infrastructure, improvement of education and health systems, capacity building, co-development projects, fellowships and training. ODA could also be used to leverage the impact of remittances and promote long-term investments.

Aid misuse is penalizing and depriving the poorest and most vulnerable people

Recommendations

For migration to become an option, development aid should primarily focus on fighting the root causes of poverty and forced migration, including insecurity, injustice, bad governance, human rights violations and unfair economic policies

Caritas Europa is concerned about both the volume and the quality of development aid. Donors must comply with their commitment to reach 0.7% GNI for ODA by 2015. Donor and recipient governments are to be held accountable for aid disbursement and use.

Aid must be used exclusively to fight poverty and have a clear development objective. No ODA should be used for migration flow management and border control. Donors' conditionalities for their ODA relating to the capacity and/or willingness of developing countries – receiving ODA- to collaborate in migration control must be removed.

2.3.4 Enhancing the role of migrants and diasporas in development

Caritas believes that the inclusion of migrants in various aspects of civil society, is a crucial factor for society's development. It is necessary to stress, however, that viewing migrants as development agents both in the country of origin and of destination does not imply transferring the burden of development on migrants. Considering migrants as development actors allows favouring synergies between communities in the country of origin, communities in the country of destination and relevant migrant organisations. These synergies contribute to the development processes both in the country of destination and the country of origin. The Caritas network can contribute to the enhancement of those synergies and recommends that bilateral and multilateral cooperation should support these connections.

Diasporas can play an instrumental role both in the development of their communities of origin and their country of destination, because migrants have the potential to build a bridge between the societies of origin and the societies of destination.

The OECD reports that co-development initiatives aim to integrate the specialised knowledge of diasporas back into the source country⁹⁰. Where there is capacity to host migrants, where migrants are not seen as a burden, where their rights are respected and where they are encouraged to integrate, there is scope for migrants to contribute to the development of the host community (i.e. destination country) by bringing in skills and ideas, fostering cultural exchange and awareness and increasing economic activity and trade relations with the countries of origin.

Moreover, migrants – assisted by facilitated global mobility and by Information & Communication Technology (ICT) – can also remain members of their community in the countries of origin. Individual migrants and their relatives often use their savings for consumption and investments at home in the acquisition of land, property, or businesses. Diaspora communities may engage in their countries of origin, not only by supporting their families, but also by supporting their communities in a concerted effort. Thus, diasporas can contribute to mobilising financial flows for development (other than remittances) such as foreign direct investments and fundraising for political candidates or causes or for building up infrastructure (wells, schools, medical facilities). These efforts should not be a substitute for ODA, but rather a complementary measure ideally involving the community in the country of origin. In addition, diasporas can help disseminating new know-how and ideas (including a new understanding of the roles and responsibilities of men and women) to their communities of origin.

It is important to investigate further how to support economic and financial instruments that link communities of origin to the diasporas. It appears clearly that a significant factor for mobilizing financial flows and is the intensity of the ties between migrants and their home countries. These ties are likely to depend in part on the frequency of visits. Migrants' legal status that makes it more or less difficult to visit home may facilitate or hinder maintaining strong ties and may encourage or discourage financial flows. *"... Length of stay, permanence of status, nature of separation and return options, mediated by refugee regimes in the host country, have important implications for conflict-induced migrants and their relationship with family members 'left behind' that may also shape their remittance behaviour in important ways."*⁹¹

2.3.5 Voluntary return and reintegration

*"Unless uprooted populations can go back to their homes and enjoy a reasonable degree of security in their own community, the transition from war to peace may in some situations be delayed or even reversed."*⁹² The voluntary return of populations displaced by instability or poverty can be a durable solution and is often an integral part of post-conflict reconstruction efforts. Return and reintegration are positive strategies for development as they encourage refugees and IDPs to re-invest their skills, capital and resources in rehabilitating and rebuilding their countries and communities of origin. This would enable countries to attract nationals who left the country and whose skills and qualifications would considerably contribute to the

⁹⁰ OECD, "Policy Coherence for development: Migration and Developing countries", 2007

⁹¹ Dr Anna Lindley, Refugee Studies Centre, Working Paper No. 47 "Conflict-induced migration and remittances: exploring conceptual frameworks", May 2008

⁹² UNHCR. The State of the World's Refugees, 2004

country's development. However, *"the simple movement of groups of displaced people from one area to another without long-term plans to support their sustainable reintegration risks destabilising the peace."*⁹³

The decision to return is often influenced by refugees' and IDPs' families and support networks and information on the situation of the place of return. Refugees and IDPs frequently return to their home countries and communities before the situation has stabilised, often due to insecurity or a lack of opportunities in the areas they have fled to. Relocating back home can be a complex and difficult experience as returnees face a number of potential problems and may struggle to adapt to the way of life in their community, especially when they have lived away for many years. Efforts to rebuild their lives can be hampered by continued instability, exposure to violence and poor infrastructure, which could cause them to flee again.

Sustainable return and reintegration can only be achieved if the social, economic and political conditions in the area of return are adequate, including opportunities to earn a living. *"Return is more likely to be sustainable in countries where there are opportunities for socio-economic advancement and political freedom. States of origin need to promote such conditions, in order to capitalise on returnee's development potential."*⁹⁴ For example, IDPs and refugees displaced for as long as 20 years by conflict in Southern Sudan have started to return, however there are concerns that as the infrastructure has been destroyed, returnees may face difficulties in securing access to the land and property they left behind.

Large-scale return, especially to poor areas or areas where the infrastructure has been destroyed can create competition for already scarce resources, placing a great pressure on the resident population. This can create tense relations between returnees and those who remained behind, particularly when returnees receive support and those who remained do not, even though their needs may be greater. Returnees may also be stigmatised for having 'run away' by those who remained.

Sustainable return policies and programmes require an analysis of the socio-economic, political and cultural contexts of return environments as well as returnees' willingness and capacity to return. Returnees should be provided with the necessary support and information to make informed choices to return to their countries of origin and, where possible, build upon their existing social support networks. This should include e.g. "go-and-see" visits for migrants envisaging a return.

Caritas in Action

Many Albanians migrate back and forth between their home country and Italy. The Caritas network is active in preparing returnees for the labour market and especially for the creation of small enterprises in order for them not only to sustain their own living, but to contribute to the economic development of their communities⁹⁵.

Recommendations

Caritas Europa advocates for the inclusion of voluntary return and reintegration projects into peace strategies and development programmes. These strategies and programmes should provide migrants and potential migrants with the necessary support and information to make informed and voluntary choices. This should enable

⁹³ UNHCR. The State of the World's Refugees, 2004

⁹⁴ Development Research Centre (DRC) on Migration, Globalisation and Poverty, "Defining, Measuring and Influencing Sustainable Return", July 2005

⁹⁵ Project of Caritas Italiana W.A.R.M. 'Welcome Again: Reinsertion of Migrants'

countries to attract nationals who left the country and whose skills and qualifications would considerably contribute to the country's further development.

2.3.6 Counselling and protecting migrants

Migration, regardless of the circumstances in which it is undertaken, can be a challenging life situation. Many people need support, advice and protection before departure, during their journey and upon arrival at their "destination". Ultimately, this assistance is indispensable for the respect of migrants' human rights. It allows also migrants to integrate in the host community, maintain links with the community of origin and thus positively contribute to the development of both communities.

Some European countries, which have a long immigration tradition (Germany, France and Austria) have developed services for migrants, sometimes provided or funded by the government or by NGOs. In many of these countries, Church related organisations play a major role in providing counselling for migrants and advocating for their rights and protection. For Caritas organisations in Europe the care for migrants, refugees, asylum seekers and trafficked people is a common working field and many of them have gained considerable expertise in providing social, legal and psychological counselling. They have also developed measures for the integration of newly arrived migrants. This work serves as a basis for identifying protection needs and for a constructive and critical dialogue with their governments both during the law-making process and in relation to the implementation of it.

Unfortunately, the structures in place to support migrants remain inadequate and sporadic in many countries. This applies especially, but not only, to the countries of origin and transit. There is a need for more structures/systems/measures, which provide for the identification and protection of asylum seekers, irregular migrants and trafficked persons⁹⁶. Despite the huge diversity of services provided in some countries of destination, there is a need to increase involvement and cooperation between migrants' organisations, state actors and established NGOs. The Organisation for Security and Cooperation in Europe (OSCE) developed the so called National Referral Mechanisms⁹⁷ to ensure the immediate support and referral of victims of trafficking. This approach would also be suitable for migrants in general.

In order for migration to become an informed option, it is necessary to have a place where an individual or a family's migration project undergoes a "reality check". Ideally there would be mobility centres along the migration routes. These centres could provide pre-departure counselling, assessment of the "migration project", project development for viable alternatives to migration, sensitisation of the wider public, support for those "on the road" (access to counselling, possibility to contact families....) and provide links to the job market.

In Mali, a pilot project funded by the European Union put in place a first Job Centre, where the interests of those seeking a job abroad and those looking for workers are brought together⁹⁸. This initiative – whose success still needs to be evaluated – is to

⁹⁶ See Experts Group Report on Trafficking in Human Beings http://ec.europa.eu/justice_home/doc_centre/crime/trafficking/doc/report_expert_group_1204_en.pdf and "Undocumented Migrants – The precarious situation of third country nationals residing irregularly in Europe" <http://www.caritas-europa.org/module/FileLib/060224CEPPundocumentedmigrants-ExBoapproved2.pdf>

⁹⁷ OSCE/ODHIR 2004: "National Referral Mechanisms – A practical Handbook", p. 10: The OSCE's Action Plan to Combat Trafficking in Human Beings, endorsed at the Maastricht. Ministerial Council meeting, recommends that OSCE participating States establish NRMs by building partnerships between civil society and law enforcement, creating guidelines to properly identify trafficked persons, and establishing cross-sector and multidisciplinary teams to develop and monitor policies.

⁹⁸ See more about the CIGEM project at www.cigem.org

be welcomed, but it is too narrowly focused on the search for employment. It is hoped that some lessons will be learnt from this initiative and will result in the provision of a broader range of services and alternatives to migrants.

Caritas in Action

Under the European Sustainable Reintegration Organisations network (ERSO) project 10 European NGOs, most of them from the Caritas network, formed a counselling network for people wishing to return to their country of origin. Aside from counselling and return facilitation a special focus is given to the reintegration of returnees and the expansion of the network to the countries of origin⁹⁹.

There are vulnerable groups in need of specific protection. These are children, youngsters, women, elderly and traumatised people. For these groups, protection has to happen at several levels, keeping in mind that it is not Caritas intention to avoid migration but to foster development and make migration an informed option.

Protection of vulnerable groups in this context means that they are protected against the consequences of migration of others, e.g. being left behind by relatives who decided or were forced to migrate. There are many different risks vulnerable groups need to be protected against along the migration journey too: violence, exploitation and fraud. Women, youngsters and men risk being trafficked even more so if they want to escape protracted refugee situations.

Caritas in Action

Lebanon is a country of destination for many migrant workers from both Africa and Asia, who find employment mainly as domestic workers. With the support of a number of European Caritas organisations, the Caritas Lebanon Migrants' Centre is engaged in improving the Lebanese labour protection and laws through involving migrant workers themselves, their employers and recruiting agents as well as the Lebanese authorities.¹⁰⁰

Recommendations

The right of every human being to receive protection should be a priority. Caritas Europa advocates for appropriate and sustainable counselling and protection structures in countries of origin, transit and destination, in order to minimize the risks for (potential) migrants and to provide them access to their rights. In the countries of origin, counselling should also imply the development and/or provision of alternatives to a "risky" migration journey.

Caritas Europa asks European governments to ratify the International Convention on the Protection of the Rights of Migrant Workers and their Families.

Caritas and other civil society organisations should further explore and develop the possibilities to provide protection, information and alternatives along the migration routes.

2.3.7 Trafficking in Human Beings

Not all trafficked human beings are migrants, however, for many, trafficking is a form of forced migration. Trafficking in human beings is a severe human rights violation and a crime which exploits dreams for a better life of women, men and families.

⁹⁹ www.erso-project.eu

¹⁰⁰ Lebanese National Steering Committee for Migrant Domestic Workers

It is difficult to know how many people are trafficked. However, in 2008, the International Labour Organisation (ILO) estimated that there are about 12.3 million forced labour victims at any point in time, of which at least 2.4 million are trafficked persons¹⁰¹. The root causes of human trafficking essentially reside in the unequal rights that women and girls face in society, which limit their empowerment and opportunities.

Fortunately, this has increasingly become public knowledge due to the efforts of various actors. Moreover, it has moved away from the dominating "sexual exploitation" perspective. Nevertheless, in spite of the awareness of the risks attached to being sent as an employee/worker to another country, many take this risk, because in their own country there are few or no opportunities to earn a living. It has to be highlighted that initial consent cannot justify the violations committed under the crime of trafficking¹⁰².

Regrettably, the starting point of the trafficking chain is often the family: parents who sell their children, husbands who sell their wife. This makes the acknowledgement of this crime even more difficult.¹⁰³ For this reason, a starting point is to invest in parents' education, in order to raise awareness about the risks of the "mission" they often send their children or women to.

At the heart of Caritas work against trafficking lies the principle of human dignity, fight against poverty and promotion and defence of human rights¹⁰⁴. Active cooperation with religious congregations is important as through their capillary presence in many countries of origin and destination and their pastoral work, they are reference points for the protection of women and children.

Caritas in Action

COATNET¹⁰⁵, the Christian Organisations Against Trafficking Network which several Caritas organisations are members of, has developed a virtual platform for the exchange of information and best practices on anti-trafficking for the promotion of joint actions against trafficking at an international level.

Recommendations

Caritas Europa advocates for the adoption of anti-trafficking legislation in developing countries and enforcement of existing measures, as well as for help to and protection of victims of trafficking.

Caritas Europa encourages its Member Organisations to address the root causes of trafficking in human beings in their development projects. Caritas Europa strongly encourages initiatives to raise awareness in families about the involvement of relatives and friends in the trafficking chain. It is the first door to trafficking, which must be closed.

¹⁰¹ See http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_090356.pdf, p.3.

¹⁰² <http://untreaty.un.org/English/TreatyEvent2003/Texts/treaty2E.pdf>, Art.3 b and <http://www.coatnet.org/en/25528.asp>

¹⁰³ <http://www.ungift.org/ungift/en/stories/profiling-human-traffickers.html>

¹⁰⁴ Caritas Internationalis, "Commitment on Trafficking", 2005: <http://www.caritas.org/includes/pdf/ENCommitTrafficking.pdf>

¹⁰⁵ See Annex 1 – Glossary and www.coatnet.org

2.3.8 Legal channels for migration

In the interests of both receiving countries and countries of origin, it has now become of fundamental importance to organise legal and safe entry channels for all workers, whether they have high qualification or not. For some years now, these issues were considered by national political institutions to be mere humanitarian arguments, which came exclusively from NGOs and were not seriously considered.

However, neither migration policies nor economic policies are adapted to the real needs of the labour market, a fact which is demonstrated by the existence of a flourishing informal labour market. In addition, criminal involvement has facilitated a surge in irregular migration. Criminal gangs are profiting from the desire of many people for a better life; this enables a highly lucrative criminal business to flourish, leading more and more often to dangerous travel by sea.

Such phenomena are now pressing responsible people to question themselves as to the rationality of a system, such as the European one, where regular entry channels are limited and available only to a few categories of people. The evident disproportion between the number of those who wish to enter but cannot and those who have legally authorised entry has the following consequences: irregular entries, frequent use of the asylum application, residence exceeding the expiry date indicated on tourist visas and finally, and inevitably, mass or *ad personam* regularisations (eg. Italy, Spain, France) which in the end represent a *de facto* stay permit system. At a European level this chaotic situation has not been fully recognised and the presence of mixed flows (economic migrants together with refugees) has increased the complexity of the issue.

“Migration Management” is an expression commonly used but lacking efficacy because it takes into account the interests of the country of destination only. This logic leads to limited entry permits, available to skilled migrants only, as it is evident in the policy trends of many European countries (UK, France, and Germany). This logic forms the basis of the European Blue Card introduced in May 2009 aiming at facilitating the immigration of highly skilled workers to the EU.

One can understand the preference for migrants with intellectual and financial resources, but European labour markets show that there is also room for many jobs requiring semi-skilled and low skilled people. These are jobs which are usually taken by undocumented migrants. Assisting children or elderly people is one example of these tasks, but while there are countries (e.g. Italy) which recognise this fact and open their borders with annual quotas, many others keep migrants with an irregular status.

All countries have a certain number of undocumented migrants and could address the situation by a process of regularisation. Legal provisions allowing for regularisation of specific cases of undocumented migrants are necessary and often the only humane option for individuals. However, it would be wiser to promote legal entries for a certain number of semi-skilled and low skilled migrants as well as skilled migrants. This would offer them a more secured position during a legal stay.

Risk-free solutions to reduce irregular migration do not exist and opening legal channels for migration, although creating opportunities, also increase the necessity for social services and investments. On the other hand, keeping the current system fuels the informal economy and impedes fair competition between companies. It also

puts migrants at high risk of abuse and exploitation by certain employers, landlords and other “service providers”.

Therefore Caritas believes the establishment of open, transparent and accessible admission channels and procedures is necessary to reduce irregular migration and related phenomena such as trafficking in human beings and contributes to the local economy.

2.3.9 Genuine circular labour migration for a triple-win and reducing the risk of brain drain

International mobility of people can have a considerable positive impact on the development of countries. Therefore preventing forced migration needs to be matched with an active migration policy. An active migration policy targeting labour mobility in particular is necessary for fighting forced migration and making migration an informed option. Developing countries all have an interest in creating possibilities for their nationals to work abroad via legal channels.

Freedom of circulation can be optimised through circular migration, which enables the migrant to exercise a role as a development actor. However, it is to be noted that in political discourse the idea behind circular migration differs from the idea of Caritas and other NGOs.

Caritas views circular migration as enabling a circulatory movement of people and knowledge, rather than leaving untouched the existing one-way process by which skilled workers migrate to more developed countries to never come back, with the risk of causing a loss of expertise and know-how in developing countries. By enabling people to travel from one country to another while allowing their return to the country of origin, knowledge and skills acquired abroad become an asset, not something to be lost forever to the advantage of the developed countries only. Thus, the brain drain phenomenon can be avoided, with the active participation of all: countries of origin, countries of destination and migrants themselves.

For Caritas, legal entry channels cannot be excluded from sustainable and responsible immigration policies. Such channels cannot be granted exclusively to highly skilled migrants but must also be extended to low-skilled workers, for which a circular scheme should be foreseen. This scheme should conceive migrants as agents of change by including them for instance in development projects. Such policies should not leave the migrant with difficulties linked to unattainable re-entry prospects.

In the official political discourse circular migration is the process by which migrants leave and return, and may leave to return again several times. According to the OECD and the European Commission, organising circular migration could be part of the solution to the brain drain dilemma (see p. 26), since it enables migrants to acquire new skills or to maintain or increase their level of skills while providing their home country with their expertise. It could also help reducing irregular immigration and clandestineness. The repeated movement of workers across borders could help in achieving a “triple-win” (for receiving societies, counties of origin and migrants), but only through a framework promoting mobility at the same time as protecting migrants rights.

However, the definition of circular migration in political discourse is unclear because the various policy objectives range from reducing brain drain to controlling

migration.¹⁰⁶ For some people, circular migration is only a form of temporary migration for seasonal or guest-workers. For others, it can be a solution to help people going back home after a few years of honourable work abroad. However, there is a great difference between return as a choice and return as an obligation due to the expiry of stay permits.

The downside of circular migration needs to be taken into consideration too. It may decrease the opportunity to integrate permanently in the country of destination for those who would like to, and it may create an official second class status for migrants. Circular migration is of benefit to migrants if they have the opportunity to choose this strategy.

An adequate interpretation and organisation of circular migration may help EU member states address their labour needs and reduce irregular migration. This would allow the opportunity for migrants to come and work for a period, return to their home country for another period without losing any acquired rights. But, circular migration can only be facilitated by a legal framework that promotes mobility, access to correct information and voluntary return. And for this, the possibility for multiple entries into the EU will have to be extended. Multi-entry visas, portable benefits and flexible residency, for example, could play a crucial role in helping to maintain ties with the country of origin. Fostering positive ties to countries of origin is also crucial for the success of the concept.

For Caritas Europa, circular migration can deliver its full development potential, provided that rich countries commit to recognise personnel holding foreign diplomas and use ethical criteria when hunting qualified personnel from developing countries, especially in sectors of need for the countries of origin, such as health. In this sense, Caritas supports the 2008 initiative of the World Health Organization (WHO) for the elaboration of a Global Code for ethical recruitment

In addition, aid-funded programmes should aim at strengthening national policies for reinforcing human resources leading to improving staff, wages, training and working conditions. A significant increase (from 4% to 12%) of the public development aid dedicated to health measures is necessary, as it has been demanded in the campaigns of *Secours Catholique*, *Médecins du Monde*, *Agir Ici (Oxfam)* and *Aide Médicale Internationale*. This would help to sustain health systems in Southern countries and prevent the erosion of health sectors due to mass emigration of skilled personnel.

Recommendations

The EU should adopt a flexible and common immigration policy facilitating the mobility of both highly skilled and low skilled workers.

Circular migration should be embedded in mobility schemes that provide options for different types of migration: seasonal, temporary, but also the possibility of becoming a permanent resident in the receiving society. Circular migration will only be effective if accompanied by measures which ensure the option to return to the country of origin, while retaining the residence permit in the receiving country

Caritas Europa strongly calls for the portability of social rights. This means giving migrant workers the option to receive part of their salaries directly into a bank account in their country of origin. This would optimize circular migration and give

¹⁰⁶ European Social Watch, Report 2009, "Migrants in Europe as Development Actors: Between hope and vulnerability", p. 10.

international workers the choice of either maintaining their social rights (pension, health insurance etc) in their country of employment or to transfer them to their country of origin.

In order to avoid brain drain, developing countries' strategies to keep skilled workers should be supported, e.g. through development assistance aimed at increasing decent employment opportunities.

Caritas Europa advocates for an effective ethical recruitment of migrant workers from abroad. Caritas supports the initiative of the WHO for the adoption of a Global Code of Practice for Ethical recruitment and urges the European Union to implement this guiding principle into its policies.

For a "brain gain" rather than a "brain waste" of migrants, measures should be adopted to recognise foreign qualifications.

2.3.10 Integration: a tool for development

Integration of migrants is not only necessary for the peaceful co-existence of different groups in societies, but it also allows migrants to contribute to the development of origin and destination communities. For this, the perception of migrants must shift to recognising them as citizens, agents of change and members of global communities.

The notion of citizenry refers mainly to the country where one resides. It involves residence status and length of stay; access to resources, institutional and political structures and possibility of integration in a community. First and foremost Caritas calls governments to endorse measures that enable migrants to fully participate in the public life of the receiving society.¹⁰⁷ Every effort should be made to welcome migrants in local communities. Services have to be adequate and accessible, particularly for socially excluded persons.

The importance of integration policies in a development strategy is also manifest in the context of returned refugees to the country of origin: returnees can be a resource for post-conflict reconstruction and their reintegration in the community is essential for avoiding renewed conflict.

Recommendations

Caritas Europa calls for a paradigm shift of the perception of migration: widening the focus from one of problem-orientation to one which recognises the scope of opportunities for individuals and their communities. Migrants must be recognised as citizens, agents of change and members of global communities.

European Governments should allocate more financial resources to integration policies and social inclusion of migrants in a "welcoming society" rather than security-focused measures. This would allow migrants to become active development actors in society, and reduce discrimination and xenophobia.

Support should be available to migrants for acquiring new qualifications and new skills, in order to ensure their personal development and social integration.

¹⁰⁷ Caritas Europa, "Integration, a Process Involving All", August 2007: www.caritas-europa.org/module/FileLib/IntegrationAProcessInvolvingFinal.pdf

Specific integration strategies targeting the returnees should be developed in countries of origin, and address the specific needs of the local context: the objective could be to optimize the use of the returnees' skills, or to avoid social tensions and renewed conflicts with the rest of the population.

2.3.11 Remittances for development gains

To consider the impact of remittances transferred by migrants in development aid strategies is a fairly recent phenomenon and a highly controversial debate. One of the major challenges is to prevent these transfers from being considered as an alternative to Official Development Aid (ODA) nor an excuse for donor governments to avoid fulfilling their commitment regarding ODA volume (target of 0.7% of GNI). Instead, synergies between ODA and private remittances for fighting against poverty and for social justice should be encouraged.

Recently, the policy focus has been on strengthening the infrastructure supporting remittances by reducing transaction costs, addressing problems at the distribution stage or "last mile", and encouraging the use of formal systems.

Alongside that is a renewed interest in leveraging remittance use for development, presently focusing on more bottom-up and/or private sector-led approaches and less on direct government actions. However, the effectiveness of most of these initiatives remains unknown because evaluations are non-existent, incomplete, or unavailable to the public.

It is crucial to take into consideration the viewpoints of migrants and their communities on remittances. Many attempts to channel remittances towards development projects have failed precisely due to insufficient participation and failure of prioritising the choice of those concerned. After all, if migrants prefer to finance consumption goods or religious buildings these are respectable choices.

Remittances, just like any other form of capital transfer, do not operate in a vacuum. A sound socioeconomic climate within migrant-sending countries, development-friendly migration policies within both sending and receiving countries, and extensive policy dialogue and coherence within and among governments are critical components that will make remittances work for development.

Indeed there is a degree of concern that unless a favourable investment climate in remittance receiving countries exists, the developmental potential of remittances can be mitigated. In order to encourage investment of remittances in economic activities, governments have to create an enabling environment for businesses, including appropriate infrastructure (railways, roads, telephone systems, and electric grids), reinforced legal security, efficient and reliable justice and governance systems, and absence of corruption. As long as safer and better alternatives can be found elsewhere, migrants are unlikely to risk their capital in an investment in the home economy.

Furthermore, facilitating labour mobility between source and destination countries is perhaps the most crucial —and controversial— means of increasing remittance flows to developing countries. Ultimately, the impact of remittances, at least its continuity, depends on the immigration policy of migrant-receiving countries.

Lastly, policy dialogue and coherence among governments and financial authorities in recipient countries can significantly influence the flow of remittances through formal

channels. The World Bank survey of 40 Central Banks revealed that only five developing countries engage in active dialogue with their counterparts in sending countries in order to facilitate remittance flows. As can be expected, lower average remittance fees can be found in corridors where active policy dialogues between sending and recipient countries exist.

The EU has been considering a number of options to enhance the impact of remittances: adopting the necessary regulatory reforms to expand financial access locally, giving incentives to the private sector to develop an expanded attractive package of financial services, giving the choice to migrants and their beneficiaries to invest in the productive sectors, reinforcing the securitisation of remittance flows and providing countries with better access to international finance¹⁰⁸.

Moreover, the EU is looking into the concept of co-development as a way to use development aid to leverage migrants' remittances for investment projects in their home countries. In this context, the concept of co-development implies that source and destination countries of migration occupy a single transnational space. Caritas advocates for these initiatives to be further developed and timely implemented with the participation of civil society and migrants' and diasporas' associations.

Moreover, in addition to financial remittances, migrants also transmit social remittances such as skills, knowledge, ideas and attitudes.

Recommendations

Formal, legal remittance transfers should be made safer, more transparent and affordable in order to represent a regular and reliable support for communities in the countries of origin.

While respecting the private nature of remittances, the productive use of remittances by migrants for the development of their home communities should be encouraged. Caritas calls for enhancing synergies between development aid and migrants' private remittances for promoting development and social justice. Governments and donors should use institutional funding and aid to leverage remittances in order to invest in long-term economic, employment and income generating projects, together with the participation of migrants and diasporas' associations.

¹⁰⁸ EU Presidency statement, Informal Review session of on Chapter II of the Monterrey Consensus: "Mobilizing international resources for development: foreign direct investment and other private flows", 15 February 2008, http://www.europa-eu-un.org/articles/en/article_7718_en.htm

CHAPTER 3. RECOMMENDATIONS FOR POLICY CHANGE AND IMPROVEMENT OF CARITAS PRACTICE

This chapter sums up the recommendations developed throughout the previous chapters. These recommendations are addressed to:

- Caritas Member Organisations: with the view to strengthen the quality of their programmes, advocacy and awareness campaigns in the field of migration and development; and to
- Policy-makers: these recommendations for policy change primarily target EU institutions and EU Member States. However, because the ideas and concepts are valid for migration and development actors everywhere, these messages are also addressed to policy-makers worldwide and the general public.

3.1 Recommendations to Caritas Organisations

1. To initiate or join the national debate on the linkages between migration and development, and use the below listed policy recommendations.
2. To systematically use a rights-based approach in their programmes and advocacy work. Human rights education and citizenship education should be a core element in all Caritas development projects. This includes workers' rights, and migrants' rights.
3. To engage more in policy design and monitoring and to propose more institutional and individual capacity building activities for their partners in the South, in particular marginalised people and local civil society to strengthen their ability to engage in policy design and monitoring in their countries too.
4. To strengthen cooperation with migrants' associations in their development activities, especially in projects focusing on job creation, sustainable income generation and innovative solidarity schemes.
5. To continue providing assistance to countries receiving refugees, also after the immediate relief phase, and address the needs of both refugees and receiving communities, with a focus on promoting solidarity links and inter-communities dialogue, in order to improve the development prospects of the wider community and prevent new conflicts.
6. To further provide protection, information and alternatives along the migration routes.
7. To invest more research efforts and collect evidence and figures on human trafficking.
8. To address the root causes of trafficking in human beings in development projects. More initiatives are needed to raise awareness in families about the involvement of relatives and friends in the trafficking chain.

3.2 Recommendations to policy-makers and the general public

3.2.1 A Human-centred and Rights-based approach

1. Human beings have a basic right to develop their potential and should be treated accordingly.
2. The right to stay in one's country of origin or to migrate is a fundamental and unalienable right that must be respected by all.
3. Development and migration policies should be human-rights based and include a systematic human rights impact assessment. Migrants are not simply man power, but foremost human beings. Only their safety and stability allows them to become development actors.

3.2.2 Development and relief for the benefit of migrants

Improved aid and coherent policies

4. For migration to become an option, development aid should primarily focus on fighting the root causes of poverty and forced migration, including insecurity, injustice, bad governance, human rights violations and unfair economic policies.
5. Governments have to adhere to their commitments relating to the Millennium Development Goals (MDGs) and Official Development Aid (ODA), including dedicating 0.7% of their Gross National Income (GNI) to aid by 2015. Donors and aid recipient governments must improve the effectiveness of aid, especially through strengthening democratic ownership, greater civil society participation, and accountability of governments for aid disbursement and use.
6. Aid must be used exclusively to fight poverty and have a clear development objective. No ODA should be used for migration flow management and border control. Donors' conditionalities for their ODA relating to the capacity and/or willingness of developing countries – receiving ODA- to collaborate in migration control must be removed.
7. Strong coherence of all policies that can potentially affect the development of developing countries must be guaranteed. In addition to enhancing the development aspects of migration policies, policy-makers should address the multi-dimensional policy linkages between migration, development trade, agriculture and climate change.
8. In order to avoid negative impact on small farmers and entrepreneurs in developing countries and their forced migration, EU and international trade and agriculture policies must take into account developing countries' interests and not only ease exchanges and globalisation.
9. Systematic and thorough assessment of the impact of external policies on developing countries, especially on the poor and vulnerable groups, should be carried out, including their impact on forced migration and on the labour market in countries of origin.

Humanitarian aid, conflict prevention & peace building

10. Relief and development programmes in refugee-receiving countries should include support to refugees as well as receiving communities to improve the development prospects of the wider community and prevent instability.
11. In compliance with the humanitarian principles, donors should deliver humanitarian aid to refugees on the basis of real human needs, irrespective of any geopolitical considerations.
12. It is critical to promote projects dedicated to reinforcing solidarity links and inter-communities dialogue bringing together the migrants/refugees and the local population of a given area.
13. The inclusion of voluntary return and reintegration should be an important element of peace and development strategies. This should enable countries to attract nationals who left the country and whose skills and qualifications would considerably contribute to the country's further development.

Decent jobs and social security

14. Development policies and programmes in developing countries should include actions to enhance decent employment opportunities and income generating projects in order to avoid a negative impact of migration and the risk of brain drain.
15. Given the large proportion of young people in developing countries who may feel desperate and tempted by irregular and unsafe migration, youth should be a privileged target of employment policies and projects.

Civil society participation in policy dialogue and democratic control

The active involvement of civil society organisations (CSOs) in policy dialogue and democratic control of governmental institutions is essential for the peaceful and sustainable development of democratic societies. Therefore:

16. Donors and governments should create an enabling environment for civil society, including migrants' and diaspora organisations to be involved in the process of designing, implementing monitoring and evaluating public policies affecting poor people's life, including migration, development and trade. Their voices, in particular those of migrants, must be heard.
17. It is essential that funding is available to further build the capacity of civil society, including diaspora organisations, to monitor government activities through governance and transparency mechanisms in countries of origin and destination.

3.2.3 Migration as a safe option

Legal Migration Channels and Protection Structures

Migration should be an option and should take place in safety and with full respect of fundamental rights, through the creation of legal channels for migration, flexible mobility schemes for international workers and protection structures.

18. Fair and just agreements regulating international workers' mobility between countries of origin and countries of destination in order to ensure safe movement and respect of international workers' rights.
19. Access to international protection and legal channels must be safeguarded for persons seeking asylum.
20. The International Convention on the Protection of the Rights of Migrant Workers and their Families should be ratified by European States.
21. Appropriate and sustainable counselling and protection structures, such as mobility centres, should be created for migrants and prospective migrants in countries of origin, transit and destination. These structures will provide information and counselling, including exploring alternatives to migration.
22. Special attention should be given to the protection of vulnerable groups and the persons and children left behind after the migration of others. It is critical to provide counselling for traumatised migrants and victims of abuse.
23. The right to family reunification must be guaranteed (including in circular migration schemes), order to avoid disruption of families and detrimental consequences for children.

Halting Trafficking in Human Beings

24. Anti-trafficking legislation must be strengthened and existing measures properly enforced. Particular attention should be given to assisting and protecting victims of trafficking.
25. Development projects should address the root causes of trafficking in human beings, which are often the lack of perspectives for women and youngsters and the negative perception of the role of women and girls in society.

3.2.4 Migration as an asset for development

Caritas calls for a paradigm shift of the perception of migration: widening the focus from one of problem-orientation to one which recognises the scope of opportunities for individuals and their communities. Migrants must be recognised as citizens, agents of change and members of global communities.

Labour migration

26. The EU should adopt a flexible and common immigration policy facilitating the mobility of both highly skilled and low skilled workers.
27. Real mobility requires strengthening the legal protection of all migrants - skilled and low skilled migrants -, notably through establishing flexible residency permit and multi-entry visas.

Genuine circular migration

28. Circular migration should be embedded in mobility schemes that provide options for different types of migration: seasonal, temporary, but also the

possibility of becoming a permanent resident in the receiving society. Circular migration will only be effective if accompanied by measures which ensure the option to return to the country of origin, while retaining the residence permit in the receiving country.

29. In order to promote international mobility, Caritas advocates for the portability of social rights. Migrant workers should be given the choice of either maintaining their social rights (pension, health insurance etc) in their country of employment or to transfer them to their country of origin.
30. Ethical principles, rules and procedures for international recruitment of staff (from developing countries), such as the WHO Global Code of Practice for Ethical Recruitment should be widely adopted by European States as well as the corporate sector in order to reduce the risk of brain drain.
31. For a "brain gain" rather than a "brain waste" of migrants, measures should be adopted to recognise foreign qualifications, and migrants' access to jobs on the appropriate level of their qualifications.

Integration of migrants

32. European Governments should allocate more financial resources to integration policies and social inclusion of migrants in a "welcoming society". rather than security-based measures. These allow migrants to become active development actors in society, and reduce discrimination and xenophobia.
33. Support should be available to migrants for acquiring new qualifications and new skills, in order to ensure their personal development and social integration.
34. Specific integration strategies targeting the returnees should be developed in countries of origin, and address the specific needs of the local context: the objective could be to optimize the use of the returnees' skills, or to avoid social tensions and renewed conflicts with the rest of the population.

Productive remittances

35. In order to represent a regular and reliable support for families in the countries of origin, legal remittance transfers should be made safer, more transparent and affordable.
36. While respecting the private nature of remittances, the productive use of remittances by migrants for the development of their home communities should be encouraged. Governments and donors should use institutional funding and aid to leverage remittances in order to invest in long-term economic, employment and income generating projects, together with the participation of migrants and diasporas' associations.

V. CONCLUSIONS

Caritas Europa started reflecting on the link between migration and development when preparing for the 2004 Migration Forum¹⁰⁹. In the course of study and work on the topic, it became increasingly apparent that the emphasis must be on "the link" if the two issues were to be properly addressed.

On the basis of their daily activities in migration and development programme and advocacy, the authors of this reflection paper, have attempted to show why and how policies need to reflect the many complexities of this connection, in the context of a European migration policy focused on security concerns and development commitments which are challenged by domestic economic recession.

One of the current major risks when state or multilateral organisations debate on migration and development is to consider migrants simply as a 'labour force' at best, or very commonly also, a threat to security, rather than human beings with lives, dreams and rights. For migration and development to work for the benefit of all, migrants must be recognised as citizens, agents of change and members of global communities. The discourse on Migration and Development allows for a paradigm shift of the perception of migration: widening the focus from one of problem-orientation to one which recognises the scope of opportunities for individuals and their communities.

In this reflection paper four fundamental principles emerge in relation to the migration of people and should inspire the policies of governments:

1. The right to live in a territory, encompassing the right to stay, leave or return to a territory if life requires this choice.
2. The right to stay in one's family and the right to family reunification.
3. The right to contribute to the development of the country of origin and of destination.
4. The right to integrate in the country of destination

Advocating for the rights of migrants is often challenged by national or regional legislation. However, human rights are inalienable. Integral human development is not an empty concept, but rather a search for an equilibrium that neither individuals nor nations can live without.

1 - It is clear that in the absence of balanced and inclusive development between regions, forced migration is unavoidable and the gap between skilled and less skilled migrants will widen, inducing the former to leave and look for a better life while keeping the latter in an even poorer context and absence of alternatives. Attracting "brains" can be a great temptation for many countries, more interested in immediate gain and labour market necessities. However, without ethical recruitment poor countries are further impoverished and eventually even the poorest may have to move, risking their lives and irregular status. There are at least 8 million irregular migrants estimated in Europe, a world of new slaves. This is a situation which cannot be considered as merely a minor collateral damage of free markets. If migration is to be an option and not only a way to survive, integrated development and migration policies play a crucial role.

¹⁰⁹ See material from Caritas Europa 2004 Migration forum at: <http://www.caritas-europa.org/code/en/migr.asp?Page=930&menuPage=930>

2 - As for the second point, living in a united family should be an option for everyone and a cornerstone of any wise society. Long-term forced separation or lack of a regular status resulting from rigid rules on family reunification is the seed of a weak community, potentially enhancing problems for future generations. Disruption of families produces a generation of young people without a point of reference in the most critical phase of their life. Situations where minors stay for years without parents and where the elderly are deprived of family support should be addressed for the survival of a growing number of communities.

3 - With regards to the third point, contributing to the development of both the country of destination and of origin is a right. Remittances are important but cannot be considered as the sole tool for migrants to participate in the development of their county of origin. The role of diaspora has also to be recognised for the strategic contribution it can offer in terms of links, know-how and ideas. Policies allowing multi-entry visa with the possibility of moving freely back and forth between the two countries, for instance, enhance individual initiative and creativity.

4 - Regarding the last principle, it is underlined that successful integration encompasses the respect of migrants' rights and allows migrants to fully participate in a society and develop their potentials. In this way migrants become development actors in the community of destination and origin and contribute to the peaceful coexistence of people.

Rules and laws are necessary and requested, but policies with a broad vision and a deep understanding of human beings' motivations are needed to govern a much complex phenomenon, where migration and development are two faces of a same world; a world where people should be supported in dealing with the fundamental steps of their destinies.



APPENDIX 1 – GLOSSARY

Asylum: Protection granted by a state to refugees. (Source: *Webster's Dictionary*)

Asylum-seeker: A person who files an application for asylum in a country other than his/her own. He/she retains the status of asylum-seeker until his/her application is considered and adjudicated.

Brain Drain: The emigration of a large number of a country's highly skilled and educated population to other countries that offer superior economic and social opportunities (Source: Population Reference Bureau).

Circular migration: The process by which migrants leave and return, and may leave to return again several times.

COATNET: Christian Organisations Against Trafficking Network is an international ecumenical network that unites over 50 organisations with the common aim of combating trafficking in human beings. The COATNET network comprises Caritas Member organisations from the regions North America, Europe, Africa, MONA and Asia. COATNET aims at exchanging best practice, doing joint prevention measures and facilitating the assistance of trafficked women (return, provision of safe shelters, reintegration and legal matters) across borders. At trans-national level participants in COATNET encourage other Christian organisations to take action in this field and provide relevant assistance where wished.

Co-development: The contribution of migration to the development of the society of origin and the society of destination.

Community: This term is used to refer to groups of people who live in a defined geographical and/or administrative area. However, Caritas Europa recognises that people can also belong to many non-geographical communities, for example economic, political and religious groups in which interest and a sense of belonging rather than location links them.

Country of origin: A country that is a source of migration flows.

Country of residence: The country in which a person lives. Temporary travel abroad for purposes of recreation, holiday, visits to friends or relatives, business, medical treatment or religious pilgrimage does not change a person's country of residence.

Development: process of building up community and household social and economic capacities in order to reduce poverty and vulnerability, and promote social justice.

Diaspora: a permanently displaced and relocated collective.

Diasporas networks: Diaspora networks consist of groups of individuals engaged in the economies and societies of both their destination and their source countries. They can be formal or informal in nature. (OECD)

Documented migrant: A migrant who entered a country legally and remains in the country of residence in accordance with his/her admission criteria. (Source: International Organisation for Migration)

Fair Trade: Trading partnership, based on dialogue, transparency and respect, that seeks greater equity in international trade. It contributes to sustainable development by offering better trading conditions to, and securing the rights of marginalized producers and workers¹¹⁰.

¹¹⁰ Definition agreed by FINE, the consortium of fair trade organizations composed of IFAT (International Fair Trade Association), FLO (Fair Trade Labeling Organizations International), NEWS! (Network of European Worldshops) and EFTA (European Fair Trade Association).

Forced Migration: The expression “forced migration” generally refers to the coerced movement of a person or persons away from their home or home region. Forced migrants are persons, who flee or are obliged to leave their homes or places of habitual residence because of events threatening their lives or safety. Caritas nevertheless, has a broader view on the factors of forced migration which also include the multifaceted aspects of extreme poverty.

Globalisation: A set of economic, social, technological, political and cultural structures and processes arising from the changing character of the production, consumption and trade of goods and assets that comprise the base of the international political economy. (Source: UNESCO Globalisation and Governance Home Page)

Good Governance: the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance. Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society. (Source: UNESCAP)

Human development index (HDI): an index combining normalized measures of life expectancy, literacy, educational attainment, and GDP per capita for countries worldwide. It is claimed as a standard means of measuring human development — a concept that, according to the United Nations Development Program (UNDP), refers to the process of widening the options of persons, giving them greater opportunities for education, health care, income, employment, etc. (UNDP)

Human poverty index: an indication of the standard of living in a country, developed by the United Nations (UN). For highly developed countries, the UN considers that it can better reflect the extent of deprivation compared to the Human Development Index. The HPI is a measure of the extent to which people in a country are not benefitting from development. HPI is a measure of deprivation whereas HDI is a measure of development, the two often being used in conjunction to establish a country's level of development and standard of living.

Integration: Caritas Europa defines integration as a long-term multidimensional and dynamic process. It aims at ensuring equal opportunities for the participation of all members of society irrespective of cultural or religious background, age, gender or nationality. Integration takes place throughout the social structure of society and implies mutuality as well as shared rights and responsibility.

Integral human development: an integral approach, that takes into consideration the well-being of the person, and of all people in their different dimensions: economic (GDP, degree of industrialisation, distribution of income and wealth); social (quality of life in terms of nutrition, health, education and employment, taking into account gender aspects); political (existence of the rule of law; respect for human, civil, political, economic, social and cultural rights; and democracy that is representative and above all participatory); cultural (identity of communities and peoples; capacity for intercultural dialogue and modification of the culture based on that dialogue); ecological (respect for the goods of creation; ensuring quality of life of future generations without ignoring this generation's cry for justice) and the spiritual dimension which draws together the other dimensions in an integral approach¹¹¹.

Internally Displaced Persons (IDPs): Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or man-made disasters, and who have not crossed an

¹¹¹ Caritas Internationalis Strategic Framework 2007-2011

internationally recognized State border. (Source: "Guiding Principles on Internal Displacements" issued by the Special Representative of the UN Secretary General in 1998)

Irregular Migrant: See *Undocumented migrant*

Irregular Migration: Movement that takes place outside the regulatory norms of the sending, transit and/or receiving countries. There is no clear or universally accepted definition of irregular migration. From the perspective of destination countries it is illegal entry, stay or work in a country, meaning that the migrant does not have the necessary authorisation or documents required under immigration regulations to enter, reside or work in a given country. From the perspective of the sending country, the irregularity is for example seen in cases in which a person crosses an international boundary without a valid passport or travel document or does not fulfil the administrative requirements for leaving the country. (Source: International Organisation for Migration)

Long-term migrant: A person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months), so that the country of destination effectively becomes his or her new country of usual residence. From the perspective of the country of departure, the person will be a long-term emigrant and from that of the country of arrival, the person will be a long-term immigrant.

Migrant: A person who has left his/her country of origin or residence and has moved to another country to take up temporary or permanent residence in another country. From a Caritas perspective, the term "migrant" refers to immigrants, emigrants, refugees, people under subsidiary forms of protection, asylum-seekers, trafficked persons, persons seeking other forms of protection, migrants in a regular or undocumented situation and repatriates.

Migrant worker: A person admitted to a country for the specific purpose of exercising an economic activity remunerated from within the receiving country. Their length of stay is usually restricted as is the type of employment that he/she can hold.

Migration: The movement of people either across an international border, or within a state. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, uprooted people and economic migrants. (Source: International Organisation for Migration)

Millennium Development Goals: In September 2000, the largest-ever gathering of world leaders ushered in the new millennium by adopting the Millennium Declaration. The Declaration, endorsed by 189 countries, was then translated into a roadmap setting out goals to be reached by 2015.

The eight Millennium Development Goals (MDGs) build on agreements made at United Nations conferences in the 1990s and represent commitments by all countries to reduce poverty and hunger, and to tackle ill-health, gender inequality, lack of education, lack of access to clean water and environmental degradation.

The MDGs are framed as a compact, which recognizes both the efforts that must be undertaken by developing countries, and the contribution that developed countries can make through trade, development assistance, debt relief, access to essential medicines and technology transfer. (Source UN)

Official Development Assistance (ODA): Flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element of at least 25 percent (using a fixed 10 percent rate of discount). By convention, ODA flows comprise contributions of donor government agencies, at all levels, to developing countries ("bilateral ODA") and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions. (OECD)

Policy Coherence for Development (PCD): This concept as defined by the European Commission refers to building synergies between policies other than development cooperation

that have a strong impact on developing countries, for the benefit of overseas development. Making development policy in isolation will not bring sufficient results.

Poverty: For Caritas poverty encompasses not only a lack of economic resources but also exclusion or the lack of opportunities to participate in society through work, freedom of expression or participation in civil society. Poverty denies the right of people to human dignity and decent life.

Push-pull factors: A way of analysing migration which looks at the factors which drive people to leave their country of origin (push) and the factors which attract them to other countries (pull).

Receiving country: A country of destination or a third country. In the case of return or repatriation, also the country of origin. (Source: International Organisation for Migration)

Refugee: Any person who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside of the country of his former habitual residence as a result of such events, is unable or, owing to such fear, unwilling to return to it. (Source: 1951 UN Convention Related to the Status of Refugees and the 1967 Protocol)

Regular migration: Migration that occurs through recognised, legal channels.

Remittances: Monies earned or acquired by migrants that are transmitted back to their country of origin (Source: United Nations Population Information Network); Monetary transfer that a migrant makes to the country of origin. It usually includes personal cash transfers, funds invested, deposited or donated by the migrant.

Return migration: The movement of people who return to their countries of origin or habitual place of residence after spending at least one year in another country. Return migration can be either voluntary or the result of an expulsion order.

Seasonal worker: A migrant worker whose work by its character is dependent on seasonal conditions and is performed only during part of the year (Art. 2(2)(b), International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 1990).

Sending country: A country from which people leave to settle abroad permanently or temporarily.

Society: In this context is understood to be the population of a specified administrative area, composed of many interacting local and non-geographical communities.

Temporary migrant workers: Skilled, semi-skilled or untrained workers who remain in the receiving country for definite periods as determined in a work contract with an individual worker or a service contract concluded with an enterprise. Also called contract migrant workers. (IOM)

Trafficking: "Trafficking in persons" means the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs. (Source: 2001 United Nations Convention against Transnational Organised Crime)

Undocumented migrant: A person who enters a country without correct legal documents. He or she may be in possession of false identification or no documentation at all. A person is also undocumented if he or she resides in a country without formal permission. It is common for people seeking asylum to travel with false or no documentation. This is because they are frequently not in a position to seek the necessary documents from their own government or an embassy. Article 31 of the Refugee Convention [Geneva Convention relating to the Status of Refugees, 1951] acknowledges this difficulty and obliges states not to impose penalties on asylum seekers who arrive illegally in their state. (Source: Wyndham-Smith, University of Limerick)

APPENDIX 2 – GRAPHS, TABLES AND MAPS

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¹¹² Elaboration of World Bank data in European Social Watch Report 2009, “Migrants in Europe as Development Actors: Between hope and vulnerability”, p. 82.

¹¹³ CONCORD AidWatch Report 2009, p. 10

¹¹⁴ UNHCR 2008 Global Trends

¹¹⁵ Elaboration of World Bank data in European Social Watch, Report 2009, “Migrants in Europe as Development Actors: Between hope and vulnerability”, p. 11.

¹¹⁶ UNHCR 2008 Global Trends

¹¹⁷ http://www.un.org/esa/population/publications/2009Migration_Chart/ittmig_wallchart09.pdf

¹¹⁸ Adapted from Rethinking food security in humanitarian response, D. Maxwell et al, 2008
https://www.care.org/newsroom/articles/2008/04/FoodSecurity_Report.pdf

APPENDIX 3 – KEY GLOBAL AND EUROPEAN POLICY INITIATIVES

1. United Nations

- Universal Declaration of Human Rights, 1948 <http://www.un.org/Overview/rights.html>.
- 1990 International Convention on the Protection of the Rights of All Migrants Workers and Members of their Families <http://www2.ohchr.org/english/law/cmw.htm>.
- In 1994, the International Conference on Population and Development adopted a Programme of Action <http://www.un.org/popin/icpd2.htm>.
- "Strengthening of the United Nations: an agenda for further change", 2002 http://www.undg.org/archive_docs/1385-Strengthening_of_the_UN_An_agenda_for_further_change.pdf.
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APPENDIX 4 – CARITAS POLICY AND ADVOCACY WORK ON MIGRATION AND DEVELOPMENT

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Caritas Europa Migration Forum

- <http://www.caritas-europa.org/code/en/migr.asp?Page=930&menuPage=930>

COATNET, Christian Organisations Against Trafficking Network

- <http://www.coatnet.org/en/>
- <http://carinet.de/>

ERSO, European Sustainable Reintegration Organisations network

- www.erso-project.eu

APPENDIX 5 – MAPPING OF CARITAS EUROPA MEMBER ORGANISATIONS PROGRAMMES RELATING TO MIGRATION AND DEVELOPMENT

(Document attached)