



# INTEGRATING YOUTH AND MIGRATION INTO DEVELOPMENT STRATEGIES\*

Chapter 13

**Y**outh and migration came in the global spotlight in 1994 at the International Conference on Population and Development in Cairo and again in 1995, with the adoption of the World Programme of Action for Youth. The potential of youth and young migrants to be agents of social change and economic development is on display in countries around the world; yet, it often remains untapped as they live in precarious conditions, denied access to decent livelihoods and excluded from political processes that directly or indirectly affect their lives and prospects. National and local development strategies provide a critical entry point for including the concerns, perspectives, contributions and ambitions of young migrants into the collective aspirations of a country, region or community.

The most universal development consensus to date, the Millennium Declaration, mentions both youth and migrants – particularly with regard to employment, human rights and promoting tolerance – but the topic of youth migration is absent from the Millennium Development Goals (MDGs).<sup>1</sup> Nonetheless, youth unemployment and its links with migration has been a prominent concern in the context of MDG implementation.<sup>2</sup> The topic also surfaced during preparatory discussions for the Rio+20 Summit in 2012 and the international community’s on-going discussions on migration and development.<sup>3</sup>

Migration, from rural areas to urban centres, from one country to another, is one way for people – and young people in particular – to pursue their aspirations and escape situations where those are stymied. Migration helps people lift themselves and their families out of poverty and improve their human development outcomes, including their life expectancy, health, income and education. For some youth, migration can be a way to escape traditional hierarchies and enhance their social status;<sup>4</sup> for others it is a rite of passage. Even when conditions are difficult, such as for refugees and the internally displaced, evidence suggests that younger migrants tend to be living in urban centres rather than camps, which often leads to better human development outcomes. At the same time, young migrants with less experience often face age-related vulnerabilities in the labour market, including being paid below minimum wage and more prone to losing their jobs, as happened during the global economic crisis in 2008/2009.

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As the 2015 deadline for assessing MDG achievement approaches, and with a lively discussion about the next global development agenda well underway, population dynamics, including the so-called ‘youth bulge’ and internal and international migration, figure among the priorities discussed. Yet, there is still little reflection on the opportunities and challenges that migration presents for young people, their families and societies. This may in time prove short-sighted: with rapid urbanisation, access to technology and information, youth will be increasingly less inclined to content themselves with limited or absent opportunities available where they happen to be born, rather than pursuing their chances abroad.

This chapter reviews how the links between youth and migration are currently framed in national plans, such as Poverty Reduction Strategy Papers, and how they can be integrated into efforts to mainstream migration into national and local development strategies – as well as, potentially, the post-2015 development agenda. The paper builds on: a review of 50 Poverty Reduction Strategy Papers (PRSPs); lessons learned from the Youth Employment and Migration (YEM) Joint Programmes implemented under the MDG Fund (MDG-F) in 14 countries<sup>5</sup>; the experience of countries that have piloted the Global Migration Group *Handbook on Mainstreaming Migration into Development Planning*;<sup>6</sup> and the findings of the 2009 Human Development Report (HDR) entitled “Overcoming barriers: Human mobility and development”.<sup>7</sup>

### **Mainstreaming migration into development strategies**

In 2010, the Global Migration Group (GMG) launched a practical guidance tool entitled *Handbook on Mainstreaming Migration into Development Planning*. The handbook was designed to introduce migration practitioners to the process of development planning, and to give development practitioners an idea of how migration could be integrated into the development planning cycle and sector-specific strategies in the areas of employment, health, education etc. The handbook defines migration mainstreaming as “*the process of assessing the implications of migration for any action or goals planned in a development and poverty reduction strategy*”.

Between 2011 and 2014, four countries – Bangladesh, Jamaica, Moldova and Tunisia – have piloted the practical application of the handbook methodology with support from IOM, UNDP, the GMG and UN country teams. Youth migration and the situation of youth left-behind are of particular concern in Moldova, Jamaica, and Tunisia. Among

the plans in Moldova, for example, are steps to sharply reduce youth emigration and assist migrant households through cash transfers. The Tunisia pilot has sought to enhance the evidence base on the impact of migration on children, youth and women, and to systematically incorporate a gender and age lens into all project activities.

While the mainstreaming pilot initiative has moved into a larger second phase this year, now covering eight countries<sup>8</sup>, and other examples can be found, practical experiences with migration mainstreaming into development planning remain limited. The number of countries that have sought to mainstream a youth migration perspective is likely to be even smaller. Yet, the topic ranks high on the agenda of the intergovernmental process in the Global Forum on Migration and Development and at the 2013 UN High Level Dialogue on International Migration and Development. And, more and more countries are setting up dedicated institutions and pursuing targeted strategies on migration and development at the national level.

Several reviews in recent years have used PRSPs as a proxy to assess the extent to which countries have integrated migration into their national development planning.<sup>9</sup> There are limitations to this approach (discussed in more detail by Sward and Black (2009)<sup>10</sup>): A PRSP- based review will inevitably yield only a partial picture, since not all countries prepare PRSPs, and many will have other planning instruments or national strategies that address migration and/or youth issues in a more comprehensive manner. It is also difficult to gauge from the strategies alone whether they have had any impact on policy and implementation. Yet they can serve as a useful basis for analysis, as they are easily accessible for a range of countries in a similar format<sup>11</sup> and they do shed some light on national priorities.

## PRSP REVIEW: IDENTIFYING CHALLENGES AND OPPORTUNITIES

This review focuses on 50 PRSPs issued between 2001 and 2012 that explicitly mention a *direct or indirect link between migration and young people*. Of these, half (25) focus mainly on internal migration and one-fourth (12) on international migration. The terms “migration” and “young people” were used broadly, encompassing adolescents and youth and both internal and international migration, as well as forced displacement and human trafficking.

The PRSPs analysed fall broadly into two camps: (1) those that perceive the drivers and impact of youth migration predominantly as a challenge, and highlight the risks and vulnerabilities for young people<sup>12</sup> and, fewer in number, (2) those that perceive migration as an opportunity and potentially empowering experience for young people, emphasising the potential benefits for communities at origin and destination.<sup>13</sup>

### **Framing youth and migration**

The majority of PRSPs perceive adolescents and youth as a vulnerable population prone to be involved in high-risk behaviours (e.g. drugs, unsafe sex, protest). They generally identify key drivers of youth migration as: demographic factors (the ‘youth bulge’); natural disasters; poverty; low incomes and low profitability in the agricultural sector; the absence of alternatives to farming; difficulty accessing social services in rural areas; lack of access to education that would lead to employment; and civil conflict that leaves youth without attractive future prospects.

### **Human security and protection**

A significant number of strategies are concerned with forced migration and the need for special attention to the situation of children, adolescents, youth and women in that context. PRSPs suggest that a lack of human security is both a driver of youth migration and the result of forced (and sometimes voluntary) migration. Refugee and internally displaced children and unaccompanied minors, victims of trafficking, street children and former child soldiers are identified as particularly vulnerable groups. Girls and young women are a primary group of concern in the context of human trafficking, and several strategies highlight the need to ensure better legal protection, and tighter border controls.

Proposed measures to assist the re- integration of children and youth in the context of forced migration include: legislative and policy reform, provision of shelters, vocational training, education, health and psycho-social support, facilitation of family reunification, legal assistance and public education about children’s rights.

## **Rural development and urbanisation**

A majority of PRSPs are concerned with internal (rural-to-urban) migration, which is largely framed as a problem, rather than an opportunity, for young people. Only Sri Lanka's PRSP stresses the need for policies that "equip the rural population with the skills and ability to migrate to urban areas, where higher productivity employment opportunities are more abundant." Most countries view youth migration as having a negative impact on rural areas in demographic, economic and social terms – leading to labour shortages and the loss of productive capacity and innovation.

Consequently, suggested policy responses are focused on providing more opportunities for young workers in rural areas.

Few PRSPs address the question of how young migrants fare once they have left their villages. The Sierra Leone PRSP (2005) observes that many young rural migrants end up unemployed and poor in urban areas, and that the households of recent migrants are especially vulnerable. Yet, the needs of young migrants in terms of physical, social and economic integration into the city and the implications for urban planning (provision of infrastructure, services, disaster risk reduction) are rarely considered.

The chapter on rural youth and migration in this report discusses these challenges and responses to them in more detail.

## **Social inclusion and cohesion**

Several PRSPs do address challenges related to social inclusion and youth migration. The Maldives PRSP (2008) expresses concern about the risk of increased tensions when young graduates arriving in the capital city are unable to find jobs. In Cote d'Ivoire (2009) the return of unemployed young people in the wake of the economic crisis was found to have led to land disputes in their home villages. The PRSP of Nicaragua (2010) refers to a programme to control youth gangs and reintegrate gang members in the context of return migration and deportations of young migrants from destination countries.

Some PRSPs acknowledge the impact of migration on young people left behind. The Georgia PRSP (2003) looks closely at how migration is altering family structures, observing that: “[t]he moral influence of the family on children and young people has weakened”, and links this to an increase in juvenile delinquency, prostitution, trafficking and other social problems. Dominica’s PRSP (2006) observes that migration has led to a rise in the incidence of parentless households, but notes that: “[m]ost of these households are not ... poor, indicating an adequate level of support from overseas.”

Almost no PRSPs reflect on the existence and role of immigrants in the national economy and society, even though South-South migration flows are estimated to be as large as movements from South to North. Cote d’Ivoire (2009) mentions the need to integrate second-and third-generation immigrants in the country, but does not suggest concrete steps for doing so. Vietnam’s PRSP (2006) recognises that housing and social welfare policies need to take account of migrant workers, and “migration policy needs to ensure labour distribution across regions and immigrants’ access to social services”, but does not specifically mention youth.

### **Education and employment**

Access to employment figures prominently among the youth migration drivers identified above. PRSPs recognise that countries can broaden options for youth and potentially gain by proactively facilitating international migration for work and study. Yet they are primarily concerned about employment generation at home; most strategies focus on retaining young workers, for example through improved training opportunities or generating more jobs. Proposed measures include reforming education systems to better align education and training with labour market demand, and promoting business skills and entrepreneurship.

Only a handful of countries take a proactive approach to encouraging migration as a desirable option for youth, although several express an intention to enhance the international competitiveness of their youth and to promote training for overseas employment. The only country to directly address the issue of student migration, the Lao PDR PRSP (2008) states: “A policy will be established to encourage households to send their children to study abroad and then return and serve the country.” Other countries are concerned with the return of young migrants and the challenge of ‘brain drain’. Albania, for

example, plans to cooperate with international institutions to “develop programmes that attract students and enable the employment of qualified migrants who return in the country.”

Surprisingly few PRSPs pay attention to student migration, which is on the rise in both to developed and developing countries<sup>14</sup>, and few examine the situation of young migrants once they are on the move; that is, their living and working conditions, access to services and social protection at destination. Exceptions are the PRSPs of Kyrgyzstan and Uzbekistan.<sup>15</sup>

### **Poverty reduction**

A few PRSPs mention the link between migration, remittances and poverty reduction, identifying young people both as remittance senders and beneficiaries. The Bolivia PRSP (2001) observes that rural-to-urban “migration is a way of diversifying activities which in turn helps to manage risk and reduce poverty.” Sri Lanka’s PRSP (2002) explicitly acknowledges the contribution of young migrants (both internal and international) to poverty reduction, including “income transfers from rural young females employed in the garment factories located mainly in the Western Province.” Conversely, the PRSP of Bangladesh (2005) finds that “temporary migration offers employment and higher income to the worker, with a positive impact on living standards of his/her family as well as on human resource development of his/her children.”

Several PRSPs mention constraints related to young people’s access to financial services, but there is no reflection on how this might affect the transfer or productive use of remittances. A more in-depth understanding of the remittance-sending patterns of young migrants, as well as their role as recipients of remittances, their spending behaviour and use of financial products and services might be gleaned if more financial transactions were channelled through new technologies.

### **Gender**

None of the PRSPs reviewed explicitly reflects on the gender aspects of migration. However, 12 refer to women and girls as a primary group of concern, especially in the context of human trafficking and the need to ensure legal protections. Burkina Faso

(2005) mentions the disproportionate vulnerability of girls and young women to HIV infection, which it sees as exacerbated by internal and external migration. Nigeria (2005) identifies women as a target group for HIV/AIDS prevention campaigns. Other countries point out that women have less access to employment and financial services, which may act as a driver for female migration.

Sri Lanka highlights the positive and negative implications of female migration, particularly young females who send remittances and thereby contribute to securing household incomes and alleviating poverty in rural areas. At the same time, the PRSP expresses concern about negative impacts on girls, such as abuse and teen pregnancies, which are seen as a growing social problem. Yemen's PRSP (2002) observes that "rural-urban migration leads to [an] increase in the burdens on women, the elderly people and children [in rural areas] in agricultural work".

## SUMMARY OF FINDINGS

In sum, echoing some of the conclusions of earlier PRSP reviews, it can be observed that very few PRSPs make explicit reference to migration, and even fewer do so in connection with young people.<sup>16</sup> Those that do often acknowledge both potential risks and benefits associated with youth migration, but rarely include in-depth analysis or meaningful policy options. Some PRSPs focus solely on vulnerable groups of young migrants and associate mobility with a decline in human development. Others view youth migration as a development opportunity, but generally fail to explore the human development outcomes for young migrants themselves. The latter are, however, crucial to shaping their ability to stay connected and contribute to their communities and countries of origin and destination. Most strategies lack a balanced reflection on both the gains and vulnerabilities that migration can represent for different groups of youth, depending, for example, on their age, gender, level of skills and legal status. The PRSPs reviewed provide no indication as to whether youth and migrants were consulted on the analysis and/or recommendations.

### **Integrating youth, migration and development at national and local levels**

With shrinking populations and skills gaps in many industrialised nations and rapid population and economic growth and urbanisation in many countries across the South, questions of youth development and migration are likely to assume greater priority for states in coming decades. The GMG's mainstreaming methodology offers guidance for

countries that wish to develop a more holistic understanding and integrated approach to youth and migration issues. Indeed, first and foremost the decision to mainstream youth and migration into development planning will hinge on genuine political will or the right political incentives to address and prioritise these issues, which in turn provides a mandate for the development of sector policies from a youth and migration perspective.

The mainstreaming process usually begins with a situation analysis, including an analysis of the political and institutional context and a mapping of relevant stakeholders, their interests, incentives, and capacities. The situation analysis should also include a systematic assessment of the evidence base to understand the context-specific linkages between youth, migration and human development. The approach then calls for identifying priorities and formulating a strategy through a consultative process with a wide range of stakeholders. By embedding this exercise into the national planning process, countries can ensure that their migration and youth related priorities are aligned with the country's overall development vision and objectives.

Mainstreaming of youth, migration and development through a “whole of government” approach is also highly relevant for many developed countries. Youth and migration challenges are key governance issues for national planning, maintaining viable labour markets, ensuring needed skills, and tackling inequalities and promoting social inclusion in societies with growing proportions of foreign-born in their populations.

### **Creating the evidence base**

Data collection and analysis provide an important entry point for exploring the youth dimension of migration and remittances flows, and their impacts on human development indicators. Many countries are currently conducting situation assessments in the form of an ‘Extended Migration Profile’ (EMP).<sup>17</sup> Introducing youth and gender perspectives into the EMP template could be a first step towards ensuring the systematic application of these lenses across countries and an incentive to invest in data disaggregation by age and sex.

National Human Development Reports (NHDRs) can serve as a more tailored means to enhance the evidence base for advocacy and policy by, for instance, conducting special surveys on migration to gather data not routinely collected.<sup>18</sup> A *‘Guidance Note on*

*Mobility and Migration* is available to support NHDR teams;<sup>19</sup> it proposes an analytical framework based on the migration cycle, looking at both those who move and those who stay behind:

- *Who moves, why, how and where?* Information on migrants should be disaggregated as much as possible, using indicators such as: age, gender, education, household income, location of origin (rural/urban), ethnicity/group affiliation. It should explore *motivations* for moving (among young people) and *conditions* under which migration (of the young) occurs, including factors such as: migration channels used and transaction costs incurred, protection of human rights, access to social services and portability of benefits, mobility regimes and the ability to return/circulate. Finally, it should take stock of the major *destinations* of youth migrants.
- *How do they fare?* Explore the *human development outcomes* of migrants and their families as measured by: household income, health, education, employment, entrepreneurship/business creation, participation and other relevant factors.
- *What are the impacts of migration?* These can be studied at origin or destination and cover a range of areas, such as (un)employment and labour market participation, entrepreneurship/business creation, fertility, access to services, and crime rates, with a particular focus on the impacts on local youth, including those left behind.

The MDG-F Youth and Employment Joint Programmes have strengthened data collection and analysis capacities at the sub-national level, gathering baseline data through qualitative research and surveys on issues such as: patterns of rural-urban migration, social and health issues facing young migrants, and formal and informal employment opportunities. Regular consultations with key stakeholders and young people also informed programming.

### **Box 13.1. Vietnam collects evidence to target youth employment in development planning**

In Viet Nam, to better understand young people and create evidence on their social life, attitudes and aspirations and to inform policy, two comprehensive ‘Survey Assessments of Vietnamese Youth’ were carried out (2003 and 2008), including an emphasis on employment. This evidence helped to inform the country’s Socio-Economic Development Plan 2011-2015, which set targets for international labour migration that take into consideration young peoples’ needs. The Plan includes measures to promote mutual recognition of skills qualifications and competency standards, so that receiving countries are assured appropriately qualified workers and Vietnam knows that it is training workers in demand.

*Source:* Economic and Social Commission for Asia and the Pacific, submission to Thematic Report.

## **Formulating an integrated approach**

Existing legal, policy and institutional frameworks pertaining to youth and migration will vary across countries, as will the degree to which intra-governmental coordination across sectors is systematic and institutionalised. There is no one-size-fits-all approach to mainstreaming migration into development planning. In some countries youth will have already been identified as a group of particular concern and a window of opportunity may exist to systematically integrate migration concerns into a national youth development strategy. In other countries, an initial analysis of migration dynamics and impacts may confirm youth as a major stakeholder in the migration process, suggesting that the most pertinent migration and development linkages to be addressed by a national or local strategy are *de facto* youth migration and development linkages.

To formulate an overarching vision and strategy that spans different sectors, an institutionalised mechanism that brings together all relevant parts of government, as well as ideally civil society, the private sector and development partners is needed. A central entity in government with a policy coordination mandate, such as the prime minister’s office or the planning commission may be best placed to convene such a mechanism.<sup>20</sup> Policy checklists can help ministries and agencies assess the relevance of migration for their sector, asking: How might migration undermine or promote the targets set out for the sector? How might the policies and programmes undertaken in this sector contribute to promoting or hindering youth migration? How might they promote the benefits or reduce the negative impacts of migration for young people? Further, the formulation of specific targets and

indicators for all relevant line ministries, departments or agencies can serve to facilitate the appropriation and implementation of an overarching strategy, and the monitoring of progress through the multi-stakeholder mechanism.

**Box 13.2. Jamaica includes youth in the development of national migration and development policy**

The Jamaican Government, as part of its migration mainstreaming pilot project, embarked on a participatory process to formulate a National Policy and Plan of Action on International Migration and Development. To support the development of an overarching national vision that spans different sectors, an institutional mechanism was created bringing together all relevant stakeholders from different parts of government and civil society, the private sector and development partners. The policy formulation process included youth both as a substantive policy concern and as a stakeholder group. Thus, one thematic focus of the policy is on 'Family Migration and Development,' addressing issues such as access to citizenship and social protection for migrant children; ensuring adequate care and support for children left behind; and strategies for facilitating family reunification.

The draft policy was validated through consultations with different constituencies, including young people. The youth consultation stressed education and training, including social skills, as a top priority for young Jamaicans. Youth were concerned with the lack of opportunities in Jamaica and the consequent focus on emigration, especially among the educated segments of the population. They perceived discrimination and nepotism in the labour market to be standing in the way of young peoples' access to employment, and recommended institutional support for young entrepreneurs. Youth also suggested that existing information systems be made more youth-friendly, and that information on government and private sector services be communicated through social media platforms.

*Source:* Record of consultation with children and youth groups held on 9 November 2012, Planning Institute of Jamaica.

### **Aligning national and local strategies**

Beyond confirming the relevance of youth migration to a broad range of sectors, the findings of the PRSP review underline the urgency of tackling certain migration dynamics, such as the integration and reintegration of youth, for example, at the local level. For this purpose, various national sector strategies will usually need to be brought into one coherent local approach that seeks to ensure access to housing, health, education and transportation, as well as integration into the labour market or entrepreneurship support. However, if local authorities are to be able to undertake their own integrated planning and be responsive to the needs of various population

groups, a certain degree of decentralisation, devolution, and commensurate funding support will be required.

Many successful YEM programmes have used a combined top-down/bottom-up approach, pairing upstream support for prioritising youth in national development frameworks, employment policies and legislation with community-level pilot projects to address inequalities in access to decent work and social protection. An external review of the programmes found that this approach has led to the emergence of a virtuous circle, based on a strengthened knowledge base, indicator development, priority setting, measurable action plans and funding mechanisms “with the lessons learned from demonstration policies and pilot projects on what works and why in localised delivery, then informing the adjustments needed to policies, processes and legal frameworks back upstream at national level.”<sup>21</sup>

### **Box 13.3. Serbia provides tailored labour market inclusion support for youth**

The MDG-F YEM programme in Serbia successfully piloted an integrated service delivery model at the local level, providing targeted assistance for labour market inclusion to disadvantaged youths (those lacking education or training, living in rural areas, or belonging to ethnic minorities). The pilot introduced a case management approach into the delivery of local employment and social services, including a comprehensive needs assessment and clear action planning for each client, and counselling and mentoring by case workers. This approach has been backed by coaching and other institutional capacity development interventions for local service providers and youth offices, and benefited from the establishment of a dedicated funding mechanism (Youth Employment Fund) through which national budget allocations for youth employment have been channelled.

*Source:* “Youth, Employment and Migration. MDG-F Thematic Study: Review of Key Findings and Achievements”, MDG Fund, 2013.

## **CONCLUSION: YOUTH, MIGRATION AND THE POST-2015 DEVELOPMENT AGENDA**

A look at the PRSP review undertaken for this paper suggests that there are clear linkages between migration, youth and key development priorities currently under discussion as part of the post-2015 process, including poverty reduction, education and employment, inequalities and social inclusion, and human security. It also shows

that countries are aware of these links, but may not have the data, policies or implementation capacities to effectively address them.

Prioritising youth development and migration in the post-2015 agenda would undoubtedly generate momentum for data collection, policy development, and international cooperation, encouraging national development plans and development cooperation strategies to follow suit. Addressing youth development and migration in the post-2015 agenda discussion should also illuminate the importance of youth migration to sustaining development in industrialized countries of the global North.

Across countries, progress will continue to be built from the bottom-up, by testing what works and why through local pilots that can inform national policies and planning, as well as international cooperation.

The stakes are high: any progress on opening up safe and affordable migration channels, lowering the costs of movement and improving the (re)integration of migrants and their ability to contribute to their countries of origin and destination will almost inevitably benefit youth, their families and communities. Yet, the inclusion of migration in the post-2015 agenda is likely to face obstacles, not least due to the sensitivity of the issue in many domestic political arenas. Political leadership on the topic is hard to come by. Still, countries will feel the pressure as national labour markets, social security, health, education and electoral systems will all be challenged to adapt to more mobile and diverse societies.

The challenge is not just to make migration and youth relevant for the post-2015 agenda; it is also for the post-2015 agenda to speak to the aspirations of youth and the realities of global interconnectedness and mobility in the 21<sup>st</sup> century.

## KEY MESSAGES

- No youth should be confined to the opportunities or lack thereof offered by his or her birth place. Access to information and overarching dynamics such as demographic imbalances, shifting development patterns, rapid urbanisation and persistent inequities are all likely to drive youth migration for the decades to come. Thus it is time to review how countries currently frame this issue and to advocate for a more youth-centred and facilitative approach.
- The post-2015 process provides a window of opportunity for such re-framing, based on an analysis of linkages between youth, migration and emerging development priorities, and by taking stock of lessons learned at national and local levels and building multi-level and multi-stakeholder coalitions for advocacy.
- Integrated strategies on youth, migration and development at national and local levels may best be brought about by taking a mainstreaming approach, including investments in data and research, and a consultative, multi-stakeholder process to identify policy and programming priorities that are responsive to the needs and aspirations of young people. Beyond horizontal coordination across development sectors and government departments, vertical collaboration between different levels of governance is crucial to ensuring effective implementation and programme design, as well as outreach to most in-need groups.

## POLICY RECOMMENDATIONS

- Invest in age- and sex-disaggregated data on migration and build local-level data collection capacities to improve the evidence base regarding: the selectivity of youth migration, the human development outcomes of young migrants, the impacts of youth migration at local and national levels and the situation of young people left behind, especially when they act as caregivers for younger siblings and heads of households.
- Start a youth and migration mainstreaming effort with an analysis of the political and institutional context, including a mapping of key stakeholders. Use data and research for targeted policy advocacy and to guide policy and programme development.
- Consider formulating a national policy framework and plan of action on migration and development to foster a shared understanding of the linkages between migration, youth

and development; raise the issue on the national development agenda; obtain stakeholder 'buy-in'; and influence the allocation of budgetary resources.

- Establish or strengthen national coordination mechanisms bringing together the government ministries and agencies with responsibilities for planning, development, migration, youth, labour, education and others concerned; as well as relevant international agencies, social partners, local authorities, and concerned civil society, including migrants and diaspora.
- Use the process of data collection, consultative policy development and policy coordination as an opportunity to engage and build trust with bilateral and regional partner countries; and pursue coordination between national and local level governments.
- Adjust policies by learning from local practices, including integrated service delivery models that treat youth and migrants as stakeholders and can respond to the unique profile, vulnerabilities and capabilities of different groups of young people.

## NOTES

<sup>1</sup> Reference to “full and productive employment and decent work for all, including women and young people” has been largely interpreted as a national-level target to be achieved through domestic employment generation.

<sup>2</sup> The Spanish-funded MDG Achievement Fund, designed to support countries to reach MDG goals and targets, explicitly acknowledged the role of migration in strategies for youth and employment. Yet most of the 14 programmes implemented under its “Youth, Employment and Migration” (YEM) window focus on job creation “at home”, to remove a key driver of migration; only a few seek to facilitate mobility. See: <http://www.mdgfund.org/content/youthemploymentandmigration>

<sup>3</sup> At the 2011 Global Forum on Migration and Development, held under Swiss Chairmanship, the ‘Common Space’ joint session of government and civil society delegates focused on the theme of “demographics, youth (un)employment, development and migration”.

<sup>4</sup> The 2009 Human Development Report finds this to be the case for India, Jordan, Nigeria, Pakistan, Thailand and Vietnam.

<sup>5</sup> Carmela Salzano, “The Youth, Employment and Migration window (MDG-F YEM): Review of successes and achievements”, first draft, October 2012.

<sup>6</sup> The project is implemented by UNDP and IOM with support from other member agencies of the Global Migration Group, including UNFPA, UNICEF, and UN Women, and financing from the Swiss Development Cooperation Agency.

<sup>7</sup> <http://hdr.undp.org/en/reports/global/hdr2009/>

<sup>8</sup> Bangladesh, Ecuador, Jamaica, Kyrgyzstan, Moldova, Morocco, Serbia, Tunisia

<sup>9</sup> These include: Jobbins, Mike, “Migration and development: poverty reduction strategies”, Discussion paper prepared for the Civil Society Days of the Global Forum for Migration and Development, Manila, October 2008; and Martin, Susan F., “Policy and institutional coherence at the civil society days of the GFMD”, Discussion paper prepared for the Civil Society Days of the Global Forum for Migration and Development, Manila, October 2008

<sup>10</sup> Black, Richard and Jon Sward, “Migration, Poverty Reduction Strategies and Human Development.” *Human Development Research Paper*, No. 38, 2009, p. 5-6. The authors point to the often limited timeframe available for their completion, centralised ownership by the ministry of finance or the office of the president or prime minister (who may not prioritize migration issues), and the potentially donor-driven nature of a document that is primarily drafted to access international development finance. However, they also point out that PRSPs are usually drafted in consultation with civil society actors and impact on countries’ budget priorities. [http://hdr.undp.org/en/reports/global/hdr2009/papers/HDRP\\_2009\\_38.pdf](http://hdr.undp.org/en/reports/global/hdr2009/papers/HDRP_2009_38.pdf)

<sup>11</sup> According to the IMF, 110 PRSPs have been circulated to the Fund’s Executive Board since 1999; most of them accessible on the IMF website. Source: International Monetary Fund “Poverty Reduction Strategy Papers (PRSP) Factsheet”, 2012, <http://www.imf.org/external/np/exr/facts/pdf/prsp.pdf>

<sup>12</sup> Bhutan, Bolivia, Bosnia and Herzegovina, Cambodia, Cote d’Ivoire, Dominica, Georgia, Guinea-Bissau, Honduras, Lesotho, Maldives, Mali, Mauritania, Nicaragua, Rwanda, Sao Tome and Principe, Sierra Leone, Timor Leste, Togo, Uganda, Yemen.

<sup>13</sup> Albania, Bangladesh, Burkina Faso, Cape Verde, Comoros, Kyrgyz Republic, Lao People’s Democratic Republic, Nepal, Senegal, Tanzania, Uzbekistan, Vietnam.

<sup>14</sup> According to UNDESA, the number of foreign students studying in developing countries has more than tripled over the past decade, along with a consistently steady flow of students studying in developed countries. UN Department of Economic and Social Affairs, Population Division. “International Migration in a Globalizing World: The Role of Youth.” *DESA Technical Paper* No. 2011/1 (2011): 1 19, p. 5. <http://www.un.org/esa/population/publications/technicalpapers/TP2011-1.pdf>

<sup>15</sup> The Kyrgyz PRSP goes so far as to stipulate as main principles of the state’s migration policy: “(i) strict observation of internationally recognized rights in the field of human rights and freedom, protection, right for labor, migration and place of residence and place of stay selection; (ii) ensuring constitutional guarantees of the state on legal protection and social support of citizens abroad, as well as foreign citizens in the Kyrgyz Republic”.

<sup>16</sup> Black and Sward, *op. cit.*

<sup>17</sup> A repository of existing Migration Profiles is available on the GFMD Platform for Partnerships at: <http://www.gfmd.org/en/pfp/policy-tools/migration-profiles>

<sup>18</sup> Migration, domestic and international, is analysed from different perspectives in two regional human development reports (RHDRs), 18 national (NHDRs) and two sub-national human development reports. In four cases (Albania, Armenia, El Salvador and Mexico) migration was the central theme of the NHDRs, while in the other cases migration is mentioned as a cross-cutting issue that impacts on a specific topic relevant to human development in that country or region. Source: Paola Pagliani (2009), “Mobility and Human Development in National and Regional Human Development Reports: A review of National and Regional Human Development Reports on Mobility and Migration”, HDRO.

<sup>19</sup> [http://hdr.undp.org/en/media/NHDR\\_Migration\\_GN.pdf](http://hdr.undp.org/en/media/NHDR_Migration_GN.pdf)

<sup>20</sup> Stakeholders in the MDG-F Joint YEM Programmes at national and local levels have included: ministries in charge of labour and employment, youth and sport, health, economy and planning, enterprise development, agriculture, education and science; municipalities and national statistical institutes; public employment services; employers and workers’ organizations; and civil society organizations. FAO, ILO, IOM, UNAIDS, UNDP, UNESCO, UNFPA, UNIFEM, UNICEF, UNIDO, UNODC, UNOPS and WHO have also participated.

<sup>21</sup> Salzano (2012), pp. 8-9.