

ENGINE.

EXCHANGE AND ACTION:
THE GLOBAL FORUM ON MIGRATION AND DEVELOPMENT

AND THE 2019 PIVOT TO PRACTICE

REFLECTIONS, TESTIMONIALS
AND VISION

MINISTERIO DE RELACIONES EXTERIORES Y MOVILIDAD HUMANA



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 **ICMPD**
International Centre for
Migration Policy Development

ENGINE.

EXCHANGE AND ACTION: THE GLOBAL FORUM ON MIGRATION AND DEVELOPMENT

AND THE 2019 PIVOT TO PRACTICE

REFLECTIONS, TESTIMONIALS AND VISION

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SUMMARY

The publication is structured in two volumes. Volume I centers on testimonials by leaders of the 11 prior Government Chairs of the Global Forum on Migration and Development (GFMD), in order of their chairing since 2007: Belgium, Philippines, Greece, Mexico, Switzerland, Mauritius, Sweden, Turkey, Bangladesh, Germany and Morocco. Ecuador completes the Volume with perspectives as Chair of this year's Global Forum. Volume II looks at the relevance, vision and energy of the GFMD going forward, through the eyes and in the words of the three non-state partners in the GFMD: organized civil society and the Business and Mayors Mechanisms.

Their perspectives—many of them quite direct, some of them personal—are at the heart of this publication.

ACKNOWLEDGEMENTS

This publication, *ENGINE. Exchange and Action: The Global Forum on Migration and Development - and the 2019 Pivot to Practice*, was itself produced by a number of engineers. It is the brainchild of the GFMD 2019 Chair, Ecuador, and specifically, Ambassador Santiago Javier Chávez Pareja, who was designated by his Government, the Republic of Ecuador, to serve as GFMD 2019 Chair.

On Ambassador Chávez's team, we acknowledge the engineering planning and assistance on this publication by Mr. Nelson Franklin Torres Zapata and Mr. Andrés Montalvo of Ecuador GFMD Task Force and, seconded by the government of Germany as Special Policy Advisor to the Ecuadorian GFMD Chair, Mr. Maksim Roskin. Special thanks to those who got the publication to run: at the International Centre for Migration Policy Development, the ICMPD-MIEUX project team under the leadership of Mr. Oleg Chirita and Mr. Alfred Woeger, especially Ann Morley and Laura Zorrilla Fernández with principal editor John K. Bingham; and at the GFMD Support Unit (SU), Ms. Estrella Lajom, who has maintained the institutional memory of the GFMD after having served the rotating GFMD Chairmanships since 2009. Indefatigable is the word that comes to mind.

What the “GFMD engine” is able to do, like any engine, is often a reflection of those who operate it. The principal mechanics and drivers of the GFMD, over the years and today, are the heart and voice in this publication. Among the states, we acknowledge with gratitude the testimonials and interviews of those who led and/or recollect here highlights of the GFMD organizing and activities under their country’s GFMD Chairmanship: Ambassador Régine De Clercq (Belgium), Ambassador Esteban B. Conejos Jr. (Philippines), His Excellency Mr. Michail S. Kosmidis (Greece), Ambassador Juan José Gómez Camacho (Mexico), Ambassador Eduard Gnesa (Switzerland), His Excellency Mr. Ali Mansoor (Mauritius), Ambassador Eva Åkerman Börje (Sweden), Ambassador Mehmet Samsar (Turkey), His Excellency Foreign Secretary Md. Shahidul Haque (Bangladesh), Ambassador Götz Schmidt-Bremme (Germany), His Excellency Mr. El Habib Nadir (Morocco), and Ambassador Santiago Javier Chávez Pareja (Ecuador).

We thank the non-state GFMD partners as well, for interviews and for written expressions of vision that they secured in consultation with their leadership and members: for GFMD civil society, Mr. Stéphane Jaquemet of the International Catholic Migration Commission (ICMC); for the GFMD Business Mechanism, Ms. Stéphanie Winet of the International Organisation of Employers (IOE); and for the GFMD Mayors Mechanism, Ms. Barbara Sidoti of the International Organization for Migration (IOM), and their colleagues.

Their clarity of focus, determination and energy is inspiring; it jumps off the pages here. And their convergence—states and non-states—on so many fronts.

Quito, 20 January 2020

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ACRONYMS AND ABBREVIATIONS

2030 Agenda	the 2030 Agenda for Sustainable Development
Amb.	Ambassador
AU	African Union
CSD	Civil Society Days
DG	Director General
EU	European Union
GCIM	Global Commission on International Migration
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
GDP	Gross Domestic Product
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
H.E.	His/Her Excellency
HLD	UN High-level Dialogue on International Migration and Development
HLPF	High Level Political Forum
IAC	International Advisory Committee
ICMC	International Catholic Migration Commission
ICMPD	International Centre for Migration Policy Development
ICMPD MIEUX	ICMPD's Migration EU eXpertise Initiative (funded by the EU)
ICPD	International Conference on Population and Development
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMRF	International Migration Review Forum
IOM	International Organization for Migration
ISC	International Steering Committee
JMDI	Joint Migration and Development Initiative

KNOMAD	Knowledge Partnership on Migration and Development
LRA	local and regional authorities
MDGs	Millennium Development Goals
MICIC	Migrants in Countries in Crisis
NGO	non-government organization
PFP	Platform for Partnerships
PGA	Peoples Global Action on Migration, Development and Human Rights
OHCHR	Office of the High Commissioner for Human Rights
RCP	regional consultative process
RMRF	Regional Migration Review Forum
SDG	sustainable development goal
SME	small and medium enterprise
SRSG	Special Representative of the Secretary-General
UAE	United Arab Emirates
UN	United Nations
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNU	United Nations University
US	United States of America
WB	World Bank
WFP	World Food Programme

As Ecuador chairs the 12th GFMD this year, we cross the bridge between the first 11 GFMDs and perhaps the next 11—through 2030, coinciding with the cycle of the 2030 Agenda for Sustainable Development.

In an environment made ever-more ambitious by migrant and migration-related SDGs, the two new Global Compacts and the new UN Network on Migration, Ecuador is convinced, as are others contributing to this publication, that the GFMD engine will help us cross that bridge. To a fuller focus on action.

In a pivot to practice.

**- H. E. José Valencia,
Minister of Foreign Affairs and Human Mobility of the Republic of Ecuador**

GREETING AND INTRODUCTION



H.E. José Valencia

Minister of Foreign Affairs and Human Mobility
of the Republic of Ecuador

12th Global Forum on Migration and Development

When the former UN Secretary-General Kofi Annan launched the Global Forum on Migration and Development in 2006, he observed, *“We are only beginning to learn how to make migration work more consistently for development. Each of us holds a piece of the migration puzzle, but none has the whole picture. It is time to start putting it together.”*

Twelve years on, UN Secretary-General António Guterres – in his contribution to the Zero Draft of the Global Compact for Migration – underlines that *“Migration is an engine of economic growth, innovation and sustainable development. It allows millions of people to seek new opportunities each year, creating and strengthening bonds between countries and societies.”*

These statements frame the mission of the Global Forum on Migration and Development (GFMD). Over the twelve years of existence of the Global Forum, we have put some of the migration puzzle together, including its links to development. This year, in a critical and pivotal moment for international migration, development and responsible, people-centered governance. Ecuador is honoured to chair the 12th Global Forum on Migration and Development.

I am convinced that the Forum provides a unique space for all concerned stakeholders, both government and non-government actors, to discuss the most relevant issues concerning migration and development. No other space can offer this opportunity for open exchange, combining informality, orientation towards concrete actions to improve the situation on the ground, and the flexibility to take account of critical voices, including contributions from migrants themselves.

Allow me to name just three of the issues that require serious consideration by us all:

1. The life-threatening journeys in which large and mixed movements of migrants and refugees find themselves trapped every day, far from home, across all world regions. With few or no other options at home or anywhere, they are left no choice but to undertake a journey irregularly under conditions of great vulnerability, facing abuse, exploitation, and loss of dignity.
2. Strong xenophobia, often charged by manipulation of media tools and interests that are viral in both senses of the word.
3. The increasingly important role of cities and rural areas in managing human mobility and its interconnections with sustainable development.

The Ecuadorian Chairmanship built this entire year of GFMD activities around taking those three issues forward, under the overarching theme of *“Sustainable Approaches to Human Mobility: Upholding Rights, Strengthening State Agency, and Advancing Development through Partnerships and Collective Action.”*¹

As the first country in South America to chair the Global Forum, the Government of Ecuador has shown a leading role as an important regional actor in the context of human mobility. Given the current complex migration dynamics in Latin America and elsewhere, the Government of Ecuador is continuously seeking to identify pragmatic solutions to existing challenges, while placing the human rights of migrants at the very center of its approach. The Quito Process, initiated by the Ecuadorian Government with a view to fostering a regional and coordinated technical response to Venezuelan displacement, is a case in point. The 2019 GFMD Chairmanship reinforces precisely this space for constructive dialogue with all stakeholders, identifying concrete solutions and forging action-oriented partnerships.

For the first Global Forum since the adoption of the two new Global Compacts and launch of the new UN Network on Migration, it is a moment to reflect purposefully on what we have been doing right, on what we need to improve, and what we need to do differently.

As Ecuador chairs the 12th GFMD this year, we cross the bridge between the first 11 GFMDs and perhaps the next 11—through 2030, coinciding with the cycle of the 2030 Agenda for Sustainable Development. In an environment made ever-more ambitious by migration-related SDGs, the two new Global Compacts, and the new

¹ Ecuador’s Concept Paper for this year’s Global Forum is available on www.gfmd.org, together with all official documents of the Summit in Quito, and others relating to activities of GFMD 2019 and every other Global Forum since the first in 2007, including links to websites of the three non-state GFMD partners (civil society and the Business and Mayors Mechanisms.)

UN Network on Migration, Ecuador is convinced, as are others contributing to this publication, that the GFMD engine will help us cross that bridge.

About this publication and brief personal reflection

As the next sections of this publication will largely reflect the voices and testimonials of other key stakeholders, including past GFMD Chairs, I would like to take this opportunity to briefly reflect on Ecuador's time as Chair.

As Ecuador is chairing the 2019 GFMD, I am extremely honored to contribute to this important publication on behalf of my country that provides first-hand testimony of the Forum's central milestones, while presenting an outlook of the GFMD going forward. Let me also take this opportunity to wholeheartedly thank the "Migration EU eXpertise" (MIEUX) Initiative funded by the European Union and implemented by the International Centre for Migration Policy Development (ICMPD) for the excellent collaboration in making this publication possible.

Over the course of Ecuador's Chairmanship, Ecuador's vision has primarily been to contribute to the sustainability of this unique space, by making it more inclusive, dialogue- and solution-oriented, thereby making it fit for purpose in the new global migration governance architecture, which I call the era of implementation.

For this publication, the Chair invited past GFMD Chairs in their personal capacities to share their key experiences and reflections on their respective terms as Chair. We hope that their individual voices and testimonials will inspire renewed interest, further reflection, motivation, and new energy as the GFMD continues forward in this new era of implementation—both within and outside the context of the Global Compact for Safe, Orderly and Regular Migration (GCM). Such energy is essential—and eminently credible—in the GFMD, given its central role over the years in steadily opening the way for cross-border exchange on policy and practice, the GCM, and broader cooperation.

As Chair of the 2019 GFMD, The Republic of Ecuador welcomes, joins and appreciates the opportunity that this publication provides to present this range of experiences, insights, visions, and recommendations—many supported with solid or growing consensus.

The publication is based on 17 written inputs and 32 interviews of leaders among States and non-state organizations active in the GFMD over the years². **Volume I** of

² See the Annex for the full list of written submissions and interviews.

the publication centers on testimonials by leaders of the 11 prior GFMD Chairs, in order of their chairing since 2007: Belgium, Philippines, Greece, Mexico, Switzerland, Mauritius, Sweden, Turkey, Bangladesh, Germany, and Morocco. Here in their own words, they recall what motivated their country to step up as Chair, their thematic and institutional priorities, choices, and challenges. At times showing glimpses of the passion and personality that they brought to their leadership, many reflect on their role as chief organizer of this process, personally as well as politically and professionally. Taken together, the 11 offer first-hand insight into the formula, growth, and momentum of the GFMD across the years, including, on the one hand, contributions and results that they saw, and on the other, shortcomings and failures. The testimonial of Ecuador's Chair completes the volume.

For **Volume II** of this publication, which looks at relevance, vision and energy of the GFMD going forward, we asked the three integral non-state mechanisms of the Global Forum – civil society, private sector, and the mayors – to share their respective views on the future of the GFMD. Ecuador is convinced that the Forum should predominantly remain a states-led, but not a states-only process. Therefore, we wanted to know how the non-state mechanisms picture the Forum and what they would like the Forum to become in the future. In successive sections, they too speak in their own voice. What they say reflects direct and recent consultation with their own key membership structures. Notably a number of recommendations concur emphatically with the extensive *10-Year Review* that states conducted of the GFMD in 2018.³ Together with their expression of expectations, investment, enthusiasm, and impatience, there is much to gain in considering where the thinking of these front-line but non-state partners converges, or not, with that of States.

During Ecuador's GFMD Chairmanship, the fruitful exchanges and joint – sometimes-critical – reflections with the non-state partners were extremely useful, a particular feature of the GFMD that makes it so special and so different from other multilateral fora. As Foreign Minister of Ecuador, I am glad to see that all who contributed to this publication unanimously recognize the GFMD's added value as a state-led, non-binding, informal and multi-stakeholder dialogue process on migration and development, as well as the interlinkages between both.

It is thanks to the GFMD that certain topics long considered too controversial were elevated to the agenda of the United Nations. The Forum contributed mightily to the inclusion of migration-related Sustainable Development Goals (SDGs) in the 2030 Agenda and provided crucial stimulus to the negotiations and the outcome document of the GCM. With some pieces of the puzzle still missing for consensus

³ *Ten Years of GFMD: Lessons Learnt and Future Perspectives (2018)*. See <https://gfmd.org/docs/germany-morocco-2017-2018-landing>.

in the international community on how to manage more effectively international migration with better results for development, the Forum shall continue to play a bridging role, as it has done during Ecuador's Chairmanship. This bridging role includes nurturing common ground among governments who may have diverging views on the GCM, exploring complementarities of the two Global Compacts in line with commitments made in the New York Declaration, and responding to the need for integrated solutions on the ground.

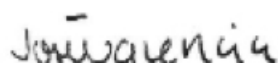
Discussions throughout the year have shown that change must be provoked, that we must become proactive builders of approaches to migration that are at once more positive and more practical, recognizing that convergence has actually been growing, and always emphasizing as a central element the respect for human rights. In addition, we must strive towards improving the living conditions of migrant and host communities alike, seeking a model of international cooperation that sees humanitarian aid as indispensable, but coupled with investments to promote the socio-economic inclusion of migrants in host countries that do not have the resources to integrate large arrivals of human beings forced to emigrate in order to survive. Several additional elements must be added to this outline, and although many do not like it, the element of security of recipient countries is a factor that cannot be ignored.

In a privileged way then, and with enormous responsibility, our work in migration and development leads us, largely, to see that the pieces before us are part of the puzzle of peace. Genuine peace, which must be based on greater equity, justice and sense. If it is true, and I believe it is, that human dignity is universal, and human development needs no passport, then our actions and our omissions have to do with the very essence of human nature, aspiration and interaction. Indeed, for many around the world, our actions and omissions have to do with the most serious of all things, namely the life and death of people. As Kofi Annan said: *"Human beings must be put at the heart of everything we do."*

¡Bienvenidos a Quito y al Foro Global sobre Migración y Desarrollo 2019!

¡Welcome to Quito, and to the Global Forum on Migration and Development 2019!

On behalf of the Ecuador Chairmanship of GFMD 2019,



José Valencia

Minister of Foreign Affairs and Human Mobility of the Republic of Ecuador

FOREWORD

THE EUROPEAN UNION



Jutta Urpilainen

EU Commissioner for International Partnerships

The 2030 Agenda and the 2017 European Consensus on Development have confirmed it: migration is part and parcel of global and European development policy. In line with Sustainable Development Goal target 10.7 on facilitating orderly, safe, regular and responsible migration and mobility of people, the overall aim of our EU development approach on migration is not to try to stop migration. Our work aims at making migration better for everyone involved. This includes countries of origin, countries of transit, countries of destination and the migrants themselves. In other words, we want to make migration work for development.

The European Union's external policies are based on partnership and dialogue with States and other stakeholders, including civil society and the private sector. We therefore

collaborate closely with governments, regional organisations, non-governmental organisations or other actors to develop common and tailor-made approaches and policies on migration, as well as on the nexus between migration and development.

In this respect, the EU's policies acknowledge that development thinking, to be fit for the 21st century, must fully integrate the role of migration and mobility as enablers of development, and recognize the essential role of effective migration governance in limiting the potential negative impact of migration on development. Translating these principles and policy guidelines into action takes varied forms, including through dedicated initiatives.

One of them is the European Commission/Directorate-General for International Cooperation and Development's pioneering global initiative – Migration EU eXpertise (MIEUX) – established more than a decade ago, and implemented by ICMPD. MIEUX is a global facility that has provided support and expertise to more than 100 countries all over the world in all areas of migration. As a pioneering global migration capacity building programme, MIEUX has become a remarkable EU peer-to-peer expert facility. The programme has also developed a sound understanding of needs and resources in the area of migration capacity building.

Throughout 2019, the EU has collaborated closely with the Chair of the Global Forum on Migration and Development (GFMD), the Republic of Ecuador, through MIEUX, by providing peer-to-peer expertise, organizing a series of thematic regional workshops in Latin America and the Caribbean and supporting this publication.

The GFMD Chair's vision to deliver this publication, the first one of its nature since the establishment of the Forum, to the international migration and development community is commendable for two main reasons.

Firstly, it traces retrospectively the evolution of the GFMD and, by and large, of the global migration governance, since 2007 onwards, by giving a strong voice to the previous Chairs (States) who share with us new and important insights into how the international migration agenda has been shaped and delivered throughout the years.

Secondly, the publication tries to find answers in relation to the future of the migration debate through the lenses of the GFMD's Civil Society, Business and Mayor's Mechanisms – all essential contributors to international migration governance. Overall, the testimonials presented in this publication strengthen our collective understanding and knowledge of what else is to be done to turn migration into a better development strategy, and how this is possible through increased cooperation at local, national, regional and global levels.

GFMD, as an inclusive multi-stakeholder global collaboration framework, resonates with the EU's objective to support multilateralism and cooperation in the area of migration and mobility, at global level.

The EU is regularly present at the GFMD summits and meetings. The GFMD also attracts a lot of interest from EU Member States. The first-ever GFMD Summit took place in the EU, namely in Belgium in 2007. Greece, Sweden and Germany took over the Chairmanship of the Forum in 2009, 2013-14 and 2017-18 respectively.

As the first GFMD Chair underlines in this publication, the EU and its Member States have been involved with the GFMD from the outset. The initial objectives of the GFMD remain valid; to shape a more robust migration governance through inclusiveness, dialogue and partnerships.

We are convinced that the Ecuadorian GFMD Summit in Quito will contribute to reaching this objective.

Our gratitude goes out to ICMPD for the present publication that provides a valuable insight into the results achieved as well as the evolution of the thematic and institutional priorities of the GFMD since 2007. I hope that you will enjoy reading this publication!



Jutta Urpilainen

EU Commissioner for International Partnerships

NB. [Addendum to the publication, Quito, 17 January 2020.](#)

FOREWORD

THE INTERNATIONAL CENTRE FOR MIGRATION POLICY DEVELOPMENT (ICMPD)



Lukas Gehrke
Deputy Director General, ICMPD

Over the past months, the International Centre for Migration Policy Development (ICMPD) has had the privilege of collaborating with the Ministry of Foreign Affairs and Human Mobility of the Republic of Ecuador, the Chair of the Global Forum on Migration and Development (GFMD) 2019. This partnership, materialized through a set of activities, generously supported financially by the European Commission (Directorate-General for International Cooperation and Development), under the umbrella of the “Migration EU eXpertise” (MIEUX) Initiative, has contributed to turning the commitments of the GFMD’s Chair into reality.

ICMPD strives for comprehensive, sustainable and future-oriented migration governance and facilitates capacity building, migration dialogues, as well as research and policy innovation. Therefore, the partnership established with the Government of Ecuador is based on both our organizations’ “DNA” and conviction that the Chair’s vision will further consolidate the Forum.

Firstly, the GFMD Chair emphasizes regionalization in view of broader participation of various regional stakeholders in the Forum. Similarly, ICMPD, as a regional organization, promotes this approach to migration governance given the fact that migration and mobility largely take place within these geographical areas. “Going regional” brings its own advantages, including developing new ideas, sharing innovative practices, generating mutual opportunities or identifying solutions to common issues. In turn, these elements enhance understanding, trust and cooperation as the bedrock of regional migration governance. In practical terms, we have underpinned this approach by co-organizing, throughout 2019, four regional workshops, revolving around the topics of the GFMD 2019 agenda, in Costa Rica, Jamaica, Ecuador and Peru. The GFMD Chair, the European Union, the hosting countries, the GFMD Support Unit and UNDP have greatly contributed to bringing these events to fruition.

Secondly, the Chair's priority to connect academia with the Forum is a path to be further explored and strengthened in the years to come. As a knowledge-based and evidence-driven organization, our long-standing experience demonstrates that migration policy-making should bridge the gap between scientific research and the public administration arsenal of policy development tools. It has been a privilege for us to engage universities, think tanks and research entities from Latin America and the Caribbean in the aforementioned activities. They brought fresh and critical perspectives and evidence-based solutions to the current situation.

Thirdly, the Chair's determination to create a more inclusive, dialogue- and solution-oriented space is laudable. In 2019, this space is not only 'physical', through participatory debates and deliberations during the GFMD Summit, but also takes the form of 'reflections on the past and future' manifested in this publication. These reflections allow us to follow the evolution of the GFMD, as well as to take the 'pulse' of global migration governance, at this important juncture, through the perspective of the former Chairs, the GFMD's mechanisms and other relevant entities. It is the first time that such a publication has been produced and disseminated at the GFMD Summit, and we are confident that the analysis, testimonies and opinions presented offer additional 'food for thought' to migration and development policy-makers and practitioners on how to further advance the migration agenda, in conjunction with the Sustainable Development Goals.

Indeed, the evolution of the GFMD also reflects the transformation of migration governance globally. In this respect, the key question raised by the participants of the aforementioned regional workshops was "what type of migration governance is suitable to address the current migration movements?" Various opinions were voiced, across the range of flexible, human and people-centered, quick-reaction, security-focused, collaborative or adaptable migration governance. Furthermore, the participants clearly opted for a multi-layered and multi-stakeholder governance, involving local communities and authorities, central level, and very importantly sub-regional or regional dimensions, as the magnitude of movements impose a more robust engagement and cooperation across the board and across the region.

We consider that this publication attempts to answer this intricate question. The testimonies of the previous GFMD Chairs and the opinions of the Civil Society, Mayors' and Business' Mechanisms of the Forum, analyzed constructively and put into a pragmatic perspective, shed light on what works well, what should be strengthened and how to move ahead through multi-stakeholder partnerships, consensus, dialogue, practices, policies, trust building, action and evidence. Ultimately, ICMPD also promotes these 'ingredients' of migration governance.

We sincerely thank the GFMD 2019 Chair, Ambassador Santiago Javier Chávez Pareja, for this partnership, and the European Union for its support.

We wish you a successful GFMD 2019 Summit and we are hopeful that you will appreciate this publication.

A handwritten signature in black ink, consisting of a large, stylized 'L' followed by a horizontal line extending to the right and a small loop at the end.

Lukas Gehrke

Deputy Director General

International Centre for Migration Policy Development (ICMPD)

EXECUTIVE SUMMARY AND RECOMMENDATIONS

11 times.

The Global Forum on Migration and Development (GFMD) has already been organized 11 times since 2007.

11 years of meetings and follow-up throughout the year. Worldwide. High stakes and high participation. States-led but not states-only. Paradigm shifts; partnerships. Conclusions, commitments. Recommendations and results.

In December, 2018, near the 11th anniversary of the first GFMD, 152 countries at the United Nations voted to adopt a landmark international agreement—the Global Compact for Safe, Orderly and Regular Migration (GCM)—with two paragraphs⁴ indicating clearly: the GFMD should continue its work.

And actually do more of it.

Not because it is perfect; no one says that. Not even necessarily the same way that the GFMD has done its work before. But do more of it. Specifically on *practices*.

And it was not only the Global Compact saying that. Also celebrating that anniversary last year, a mix of countries regularly active in the GFMD, today and over the years—countries developed and developing, of migrant origin, transit, stay and destination, of all regions of the world—completed a *10-Year Review* of the Global Forum⁵. And they said the same thing.

So too do leaders from each of the 11 countries around the world that served as Chairs of the Global Forums these past years; you will find their words here, on these pages. Same for the groups of civil society, businesses and mayors that organize to participate in the GFMD as integral non-state partners.

⁴ Paragraphs 47 and 51 of the Global Compact for Safe, Regular and Orderly Migration, adopted by the UN General Assembly 19 December 2018.

⁵ *Op. cit.*

Several even say that the Global Forum “is needed now more than ever”; or “especially now!”

But they also say that the Global Forum engine needs a tune-up? a kind of “*mettre à jour*” (update) with some key changes that must be made to match the need—and potential—for the GFMD to continue adding value today, and ahead.

What has the GFMD done over the years to merit such appreciation, and how? What has been learned, and with what effect? And how does the GFMD step up, with fresh value, into its next years? (Perhaps... its —next— 11 years?)

This publication consolidates responses to those questions, and more, based on 17 written inputs and 32 interviews of leaders among states and non-state organizations active in the GFMD over the years⁶. All were asked to share their GFMD experience, perspectives on GFMD successes and failure and concerns and recommendations, beginning, most basically, with whether and how they thought the GFMD had value, over the years already, and ahead.

The publication is largely in 2 volumes. **Volume I** centers on testimonials by leaders of the 11 prior GFMD Government Chairs, in order of their chairing since 2007: Belgium, Philippines, Greece, Mexico, Switzerland, Mauritius, Sweden, Turkey, Bangladesh, Germany and Morocco. Ecuador completes the Volume with perspectives as Chair of this year’s Global Forum. **Volume II** looks at the relevance, vision and energy of the GFMD going forward, through the eyes and in the words of the three *non-state* partners in the GFMD: organized civil society and the Business and Mayors Mechanisms.

Their perspectives—many of them quite direct, some of them personal—are at the heart of this publication.

⁶ See the Annex for the full list of written submissions and interviews.

Principal Findings and Recommendations across the GFMD Chairs and Non-State Mechanisms⁷

With respect to the first 11 years (GFMDs 2007 - 2018)

1. *Solid consensus* that the GFMD has served its three key purposes well:
 - facilitating informal dialogue and exchange of policies, practices and solutions, often as a laboratory for new insights and approaches to migration and development challenges and opportunities, including with non-state actors and regarding difficult issues;
 - building trust, relationships and an orientation to (voluntary) cooperation, including partnerships; and
 - promoting (voluntary) GFMD outcomes and action
2. *Solid consensus* that the GFMD has acted as an engine. Many made clear that it was not the only engine, but all said that the migrant and migration-related SDGs and the Global Compact for Migration would not have happened as they did if not for the regular dialogue, exchange of practice and solutions, cooperation and trust-building in the Global Forum over the years.
3. *Solid consensus* that this success is due largely to key elements of the GFMD formula that were tailored to make such multilateral, multi-actor attention to migration possible, notably its marriage of migration with development and its nature as “states-led, but not states only”, informal, voluntary and non-binding, with no negotiated outcomes.
4. *Solid consensus* that this has made the GFMD valuable—and essential—to discuss virtually any issue of human mobility across borders.
5. *Solid consensus* though, that there has not been enough continuity of focus and follow-up even on issues where there was clear agreement on the need *and potential* to do so.
6. *Solid consensus*—and increasing alarm—that resources are inadequate for the GFMD, in amount and predictability, in particular for GFMDs chaired by lower income countries, the GFMD Support Unit, and civil society.

⁷ This is a consolidated presentation of the findings and recommendations most commonly expressed across the 17 written inputs (most presented in Volumes I and II of this publication) and 32 interviews conducted in preparation of this publication, unduplicated for those providing both written input and an interview. The full list is in the Annex.

7. *Solid consensus* that the GFMD must step up, with urgency, its attention to displacement induced by climate change and environmental degradation.
8. *Strong convergence* that the GFMD has not done enough to explore and exchange on certain other challenges in migration and development that are not adequately addressed anywhere, with *growing convergences* pointing to issues of:
 - mixed migration, including the “gray areas” between refugees and other migrants, and the interaction of the two new Global Compacts;
 - sustainable development and decent work as alternatives to forced migration;
 - regular labour migration, and regularization and inclusion of migrants of long-duration;
 - integration “360 degrees”, including the full mix of rights *and obligations* that migrants and refugees have as members of their new societies; and
 - political and structural discrimination and xenophobia, including effects on social stability and development both within and across borders.

As the GFMD enters the next 11 years (GFMD 2019 and beyond)

9. *Solid consensus* on continuing the GFMD. Pointing to the recent proliferation of highly focused or structured processes of the SDGs, the two new Global Compacts and UN Network on Migration, some exclaimed “especially now!”, and “now more than ever.”
10. *Solid consensus* that the GFMD is an engine for the future, an engine of greater cooperation and action. However, all also insisted that it was time for the engine to have a “tune-up”, e.g., for the GFMD to take the next step, from being fit for purpose to being fit for *practice*.
11. In that direction, *solid consensus* on the value of the 3 non-state groups (civil society and the Business and Mayors Mechanisms) as integral partners of the GFMD, being day-in and day-out at the front-line of challenges and solutions in migration and development. Also *strong convergence* that those three were probably “enough organized groups for the time being”.
12. Also in the direction of the GFMD needing a “tune-up,” *solid consensus* on the need for some structural changes to the GFMD, most importantly to better use the time between Summit meetings. *Growing convergences* on considering:

- slightly longer periods between Summits (though not longer than 18 months)
- more multi-year Co-Chairs, like Germany-Morocco 2017-2018
- transforming meetings between Summits from the longstanding focus on thematic panels and GFMD governance to issue-specific, states-led but multi-stakeholder working groups with time, goal, and member limits and clear mechanisms of engaging the full GFMD, in regional touch-downs where possible and reporting back to the GFMD, including at Summits. While not the only example, many agreed that the MICIC (Migrants in Countries in Crisis) initiative had all these elements, with good result.⁸
- within Summit meetings, restructuring the “Common Space” to common *ground*, where states, civil society, business and mayors can seek and focus explicitly upon shared interests and possibilities for joint action between Summit meetings.

13. *Solid consensus* on the urgency of solidifying the financial structure of the GFMD, including in particular, greater resourcing of the GFMD Support Unit if the GFMD is serious about its work and relevance in this new context and years ahead.

The consensus and convergence on so many points is striking.

⁸ Led by the US and Philippines working closely with other states, IOM, ICMPD and organized civil society, MICIC was propelled by UN SRSG Peter Sutherland and the 2014 GFMD in Sweden, ran for a two-year period, and reported back at the 2015 GFMD in Turkey and then with a practical framework to the UN High-level Meeting on Refugees and Migrants in September 2016. Thanks to its clear issue, time limit and strong state leadership, MICIC was able to secure funding for both states and multi-stakeholder engagement, including in global and regional consultations around the world.

THE ENGINE'S FORMULA

STATES-LED DIALOGUE, EXCHANGE, SOLUTIONS AND CHOICE IN THE GFMD; PARTNERS, AND THE 2019 PIVOT TO PRACTICE

Reflecting strong consensus in the inputs and interviews for this publication, and asserting the clear perspective of the Ecuador Chair, the lead word in the title of this publication—ENGINE—evokes the distinct formula, record and forward relevance of the GFMD. This is not to ignore or understate weaknesses, “misses” and failures over the years, and possibly within the structure itself, of the GFMD. In that direction, more than a few perceptions, and at times admissions, are shared by contributors in Volumes I and II.

ENGINE

An engine generates energy, to make things *move*. An engine creates momentum—but not by itself. Never fully automatic, an engine normally needs someone to start it, and usually someone to drive it. Occasionally, all engines need at least some kind of tune-up.

The *10-Year Review*⁹ refers to GFMDs over the years as “engines of progress.” In the inputs and interviews, many said similar things; one that the Global Forum was a kind of engine *room*.

⁹ *Op. cit.*

No one suggested that the GFMD was the only engine in the field of migration and development. Many pointed to a range of other processes, some longstanding, some more recent that also drive action in migration. Processes of the United Nations General Assembly (e.g., its committees), the range of UN agencies¹⁰, and the international processes and institutions working on migration that are either entirely new (the two Compacts and UN Network on Migration) or structurally different from before (the SDGs, and IOM now a UN agency.)

But across the board, the GFMD is seen as a different engine, and essential. What distinguishes this GFMD engine is its formula. The formula begins and revolves first around what almost all have said is its most dynamic characteristic: the GFMD is states-led.

States-led

If there is one, presiding touchstone of the Global Forum, it is that it is led by the states themselves. Ownership matters. When UN Secretary-General Kofi Annan, Sir Peter Sutherland, the UN Special Representative for International Migration¹¹ and Ambassador Régine De Clercq¹² of Belgium announced the launch of a Global Forum on Migration and Development at the opening of the first High-level Dialogue on International Migration and Development at the UN General Assembly in 2006, they were emphatic that the new Forum was not of the UN, but states-led.

Nor would the states lead it within the UN. There would be no committee of the UN General Assembly, no UN agency, and no other UN entity in charge of the GFMD; in fact, no UN bureaucracy, none of the regular UN protocols.

And despite the sizeable scale of its ambition, participation and activities even at the beginning, not even a Secretariat either. In lieu of a Secretariat, in 2008 the states established under their supervision a small, deliberately “light”, “GFMD Sup-

¹⁰ For example, 38 UN agencies are currently members of the new UN Network on Migration.

¹¹ Sir Peter Sutherland is widely considered to be the “father” of the Global Forum on Migration and Development. A “Renaissance man” of the first caliber, Sutherland had at various times over the years served as Attorney General of Ireland, first Director-General of the World Trade Organization, Chair of Goldman Sachs International and British Petroleum, head of the London School of Economics, and President of the International Catholic Migration Commission (ICMC)—just to name a few. Appointed SRSR in January 2006, with purpose, passion and epic perseverance he pushed for multilateral, and “mini-multilateral”, cooperation to improve migration and development for all, working closely over ten years with a small team of senior advisors, principally Mr. François Fouinat, former chief of staff to UN High Commissioner for Refugees Sadako Ogata and Director of UNHCR for the Asia-Pacific region, and Mr. Gregory Maniatis, then of the Migration Policy Institute.

¹² Régine De Clercq has been called the “mother” of the GFMD. Ambassador De Clercq was the chief engineer who built and was the first to run the GFMD engine, in the Belgium Chairmanship of the inaugural GFMD 2007. GFMD “father” and “mother” imagery notwithstanding, she and Peter Sutherland did not always agree, and at times disagreed forcefully, including regarding De Clercq’s insistence to incorporate civil society into the Forum right from the start.

port Unit”, which rose to the challenge immediately and continues to be appreciated for its substantive competence and efficient service to the states.¹³

As Peter Sutherland described it, this was not to throw away, or diminish in any way the UN commitment to migrants and migration. Rather in his mind, it was the only formula then thought possible for the UN, states and any other concerned actors to step out of and away from the chronic, paralyzing polarization that had plagued—and blocked—the UN and others from discussing migration at the international level with much progress. A stand-off, and resulting stand-still, which many thought the systems of the UN made worse between the so-called north and south, the “developed” and the “developing” world, so-called¹⁴ migrant “sending” and “receiving” countries.

As intended, “states-led” meant greater flexibility. But it also meant direct ownership—and ownership matters. States owned and ran the GFMD at every level, with a participatory approach that was designed to be widely inclusive. States built and ran their own structures of states members for GFMD governance, namely an all-states Friends of the Forum (with some chosen observers), a smaller Steering Group of some 30 states most active in the GFMD, and a leadership Troika of the current, immediate past and immediate next GFMD Chairs. From the beginning, states have also created and chaired a number of GFMD working groups,¹⁵ and several assessments.¹⁶

A different state (and in 2017-2018, a pair of states) has chaired each GFMD, on a schedule that has scrupulously alternated between developing and developed states. This has further increased states ownership—and the GFMD’s relevance—

¹³ Housed but not managed by IOM in Geneva, the work of this GFMD Support Unit has grown dramatically since 2008. Under the leadership of Ms. Estrella Lajom, the Support Unit has been called upon over the years to assist, and largely to carry the increasing proliferation of GFMD activities and commitments, e.g., key programming, outreach and logistics responsibility for Summits; three layers of regular GFMD governance meetings (many attended by 100 - 120 states) and a series of high-profile thematic events each year; preparation and distribution of agendas, panels and supporting documents; and communications and knowledge management, including the large, interactive GFMD website and Platform for Partnerships. Funding to the Support Unit has barely increased over the years, despite strong recommendations of multiple GFMD Chairs and GFMD assessments over the years, most recently the *10-Year Review, 2018* (*op. cit.*). Among those interviewed for this publication, there was strong consensus in support of that recommendation.

¹⁴ As if human beings are being “sent” or “received” like postal letters, or industrial goods; language of “labour import” or “export” is no better.

¹⁵ Namely, the GFMD Ad Hoc Working Groups on: Protection and Empowerment of Migrants (2008 - 2013), Policy Coherence, Data and Research (2008 - 2013), Communications (established in 2015) and “the 2030 Agenda” established in 2016, which was extended and renamed that same year to add “and the Global Compact on Migration”; and then renewed and expanded in 2018 under the (yet further) new name “GFMD Ad Hoc Working Group on Sustainable Development and International Migration”.

¹⁶ Assessments of the GFMD were conducted by committees of states in a two-year process led by Switzerland in 2011, and Mauritius in 2012. In 2018, under the German-Moroccan Co-Chairmanship, an independent Experts Team led by two past GFMD Chairs, Ambassador Eduard Gnesa and Ambassador Esteban Conejos Jr., conducted the *10-Year Review* of the GFMD.

across regions and the planet¹⁷. Led by successive state Chairs, states have built and populated their own GFMD themes, programmes and Summits. States have served as Chairs of roundtables at each Summit, and thematic programmes between them, with lead roles preparing agendas, background papers, summary reports and recommendations in them all.

And states have decided who else they wanted to participate, and in which capacities, ranging from other global or regional entities of states, to UN representatives, academic experts, civil society, the private sector and local authorities. Notably, from the Global Forum's very first year, "states-led" never meant "states-only". Still, only one other stakeholder was institutionally incorporated into the GFMD from the start: civil society. This was thanks to the vision of the Belgian GFMD Chair, under the personal impetus and leadership of Ambassador Régine De Clercq in 2007.

Over time, the value and contributions demonstrated by civil society—and the waning of concern that some states had expressed that the presence of non-states would reduce states-led energies and ownership in the GFMD—inspired states to designate two additional partners for regular, organized participation in the GFMD: the private sector, through a new "GFMD Business Mechanism" that states endorsed in 2015, and mayors and local authorities, with the establishment of a "GFMD Mayors Mechanism" in 2018.

Dialogue and exchange

It is widely said, for example, in assessments of the GFMD over time and now in the inputs and interviews for this publication, that *dialogue* has been and is the first of the three most important features of GFMD from the beginning and going forward¹⁸. But to be clear: Peter Sutherland and the GFMD formula, determined to escape the history of migration deadlock inside the UN, were explicit that GFMD dialogue and related GFMD processes would be strictly informal, voluntary and non-binding—with no negotiated outcomes.

This then was sold as a ticket to finally make it possible for states to come together—and return, regularly—to discuss issues of migration and development more

¹⁷ This regular alternation of the GFMD Chair between developed and developing countries has not been all roses, however. Alongside its many benefits to the GFMD process, the constant change of Chair poses significant challenges to continuity, coherence and stability of GFMD focus and activities, and imposes daunting (a) programmatic and (b) financial pressure, especially on lesser resourced Chairs. Over the years, the challenge of continuity and a degree of *programmatic* pressure has increasingly been mitigated by the GFMD Support Unit, and in most years by a small team of experts seconded to the Chair by other states (e.g., Australia, Switzerland, Sweden) and agencies like IOM and UNHCR. For the most part, *financial* pressure has been mitigated by increased contributions to the lesser resourced Chairs by richer states, foundations and other donors.

¹⁸ The other two are building trust, relationships and an orientation to (voluntary) cooperation, including partnerships; and promoting (voluntary) GFMD outcomes and action.

freely, more openly, across borders and regions, across ministries (sometimes even in the same government) and with other stakeholders. Even to discuss issues of migration and development that were controversial.

It worked to ensure what many have called a “safe space” for exchange of experience and perspective, on policy and practice. A place to build trust as a basis for cooperation and partnerships, and solutions—even if only partial at first, or temporary, or slow in coming.

And in that constant dialogue and exchange¹⁹, year-round, year-in, year-out, this GFMD formula aimed to expand the menu of policy options and options for practical action from which states could *choose*—voluntarily—to act.

Solutions and choice

The fact that the GFMD is genetically informal, voluntary, and non-binding, with no *negotiated* outcomes means, incontrovertibly, that its outcomes and follow-up are voluntary. GFMD recommendations present options. Choices.

So states and others have been free to voluntarily commit themselves, but not others, to certain recommendations, action and (the non-negotiated) outcomes. But informal, voluntary and non-binding has never meant inconsequential. Over the years, GFMD reports and recommendations have been highly influential and even sought after, including on the sustainable development goals, towards several high-level meetings at the UN General Assembly and for the new Global Compacts, one on Refugees, the other for Migration.

In this context, the GFMD poses no challenge to notions of national sovereignty. Rather, a state actually pursues and controls its sovereign interest in dialogue and exchange entirely at will. Finding, building or agreeing to solutions, either within or in follow-up to Global Forum processes does not violate sovereignty. On the contrary, it is simply the state exercising its sovereign interest and power. This is true whatever the level of cooperation the GFMD process suggests with other states or partners. It is a choice of state: freely considered, and voluntary; presenting no contradiction to sovereignty. In fact, in these contexts, cooperation is also an act of sovereignty, based on the state’s decision that cooperation extends sovereign will to address challenges, solve problems, seize opportunities, and advance, together with others²⁰.

¹⁹ From its inception, the GFMD has always been a process of activities throughout the year, not a single event.

²⁰ Ms. Kathleen Newland, Senior fellow and Co-founder of the Migration Policy Institute, was one of the first to develop and articulate this analysis and continues to do so with signature clarity.

This clarity is of special importance for the GFMD and across the full field of international migration. By definition, international migration involves more than one country. For that reason, one country by itself is not able to respond fully, or effectively, to many of the challenges, problems and opportunities that arise in such contexts. Cooperation is key, and in migration, cooperation requires practical partnering across borders.

Partners

There are effectively three types of partners who regularly come together in the GFMD.

1. **The states** (all states) are the GFMD's *managing* partners, working with one another and with other partners.
2. **Organized civil society and the Business and Mayors Mechanisms** are referred to as the "*integral partners*" of the GFMD, officially designated as essential participants in the range of GFMD activities.
3. **Other key partners that regularly associate with GFMD processes** include in particular IOM and other UN agencies, individually and collectively; certain other intergovernmental agencies, both global and regional; think tanks and a small number of private donors.

And the 2019 Pivot to Practice

What is the "pivot to practice"? It is the sense that much has been worked on, said and committed to, within *and well outside of* the new Global Compacts—and now turning, to get more of it actually done.

From the birth of the GFMD and in the years since, the goal of every Chair, surely every state and non-state participant also, has been to get from the "what" to the "how" of such commitments, and then "do it". The testimonials, perspectives and Table 2 of this publication all point in that direction. Among others, so do two recent events within the GFMD.

At the GFMD 2018 in Morocco, the NGO Committee on Migration (New York) presented its first edition of **A Compendium**²¹ of good practices for implementation of the

²¹ *Concrete Policies, Practices and Partnerships to Promote Implementation of the Global Compacts for Migrants and Refugees*, at https://ngomigration.files.wordpress.com/2018/12/ngo-com-policies-and-practices-for-gcm-implementation_rev-3-dec-2018.pdf

two Global Compacts, the New York Declaration and the SDGs, featuring 40 practices worldwide across 4 themes: protection of children and migrants in vulnerable situations across the migration cycle, migration induced by climate change and environmental degradation, and combatting xenophobia and discrimination. This was a clarion call for turning to a full focus on practice, now.

In addition, the recent arrival in the GFMD of the Business and Mayors Mechanisms remind and refresh the whole GFMD process with a healthy impatience to solve problems, or pieces of them; to see and seize opportunities; to act like partners who recognize common ground and bring their different perspectives, skills and resources to that common ground together. In short, *action*; and, as the overarching theme that Ecuador has set for this year's GFMD puts it: *collective action*.

In a resolute *pivot to practice*.

VOLUME 1.

IN THEIR OWN WORDS: TESTIMONIALS ON EACH CHAIRMANSHIP²²

²² Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by the contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonials.

CHAPTER 1.

THE NEW STREAM

The Global Forum on Migration and Development opened a new stream of attention and action, with a new way forward: states—regularly 2/3 to 3/4 of all states—organizing themselves across borders *and at a global level* to meet on international migration.

A process not an event. There had been other meetings and conferences, plenty, looking at aspects of migration, even a handful of longer processes over the years²³. But not like this “new” Global Forum: an organized process, not an event, of activities worldwide, over successive, uninterrupted periods of a year to 18-months, with strong (not perfect) continuity from one to the other; states-led but increasingly multi-stakeholder, and fully centered on both positive and negative dynamics of migration and development.

Substance, not just process. It suffices to look at the range, regularity, and *expansion* of themes over the years, to get a sense of the scope, and the energy, of this new stream of attention and action. A consolidated chart of the thematic focus and priorities of each GFMD since the beginning is presented in Table 1 of this publication; Table 2 highlights themes as they were raised for consideration in the Global Forum for the first time, and a sampling of major international outcomes of GFMD work through the years. Both tables are presented in the final section of this publication.

²³ Global institutions and processes that have brought together states, normally among others, to look intently at aspects—and occasionally a range—of international migration in recent years include, among others: various committees of the UN General Assembly; the International Conference on Population and Development (1994); the Berne Initiative (2001–2005); the Global Commission on International Migration (2003–2005); and meetings and processes of individual UN and other international agencies, especially UNDESA, convener of the instrumental series of Coordination Meetings on International Migration between 2002–2018 and principal organizing support for the high-level processes of the UN General Assembly regarding migration, and IOM, across the wide spectrum of migrants and migration; UNHCR on refugees; OHCHR on human rights of all migrants, including workers and their family members; ILO on migrant workers; UNICEF on migrant children and children of migrants; and UNODC on human trafficking and migrant smuggling, including its mandate for the related international protocols. Considerable interagency process on migration has evolved from the Geneva Migration Group (2002) into the Global Migration Group (2006) into the new UN Network on Migration (2018). Universities, think tanks, faith-based organizations and other NGOs have also organized considerable study, conferences and processes of this nature, much involving states and intergovernmental entities.

Leadership matters. While formulas matter, leadership matters most. And when “states-led” is the signature element of the formula, then not all, but much depends on the “state leader among state leaders”, i.e., both the country and the individual who serve as Chair of the GFMD in a given period²⁴. Each GFMD commands a profound investment by both, and it is not unusual for a GFMD to come to reflect certain features of its Chair’s “personality”, whether the state or the individual, or each.

Indeed, the “face” of the GFMD—at the very front of the GFMD as each has moved through the years—is the individual designated by his or her country as principal leader of its organizing and activities during their Chairmanship. It is no surprise then, that each has left not only the “stamp” of the country they represented, but also their own personal stamp, on the GFMD they chaired.

Few forget these drivers of the engine. Their legacies are presented below. Most in their own words²⁵.

²⁴ As described earlier and imminently in the testimonial by Ambassador Régine De Clercq, leader of the first GFMD Chair Belgium, the GFMD has a states-led governance structure with a “Troika” of the present and immediate past and immediate future Chairs, a Steering Group of principal donor and active states, and a Friends of the Forum open to all states and select observers. Assisted on substance and administration by the small GFMD Support Unit, these bodies support and help to guide each Chair and the overall process of the GFMD through the years.

²⁵ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonials.

CHAPTER 2. THE “FIRST ELEVEN” GFMDs 2007-2018: *fit for purpose*

INVENTING THE GFMD ENGINE: GLOBAL FORUMS 2007, 2008, 2009



The Forum is born, energized and launched

1ST GFMD, BELGIUM 2007²⁶

- What follows is a testimonial²⁷ by Ambassador Régine De Clercq, first GFMD Chair on behalf of the Kingdom of Belgium
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to create and chair the first GFMD

Stepping up, and a formula to seal the deal. Belgium assumed the challenge to launch the GFMD in the preparatory phase of the first High-level Dialogue on International Migration (HLD), at the UN General Assembly in New York in September 2006.

The Forum was to be the 'follow up' mechanism of this meeting. The proposal of Sir Peter Sutherland, the Special Representative of the UN Secretary General (SRSG), for a "Global Forum on International Migration" was widely contested by Western and other countries, in particular the involvement of the UN in such a Forum (countries were hostile to relinquish sovereignty on this matter), and no consensus could be reached at the HLD.

To circumvent enduring opposition by some, and increasing 'conditionality' by others, Peter Sutherland and I came to the

²⁶ The official report of the 2007 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

²⁷ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.



"I suggested proposing to my government that Belgium would take the lead, on condition that the Forum would include *Development*, and become the Global Forum on Migration and Development."

conclusion that simply getting it off the ground would be the only practical way forward. In light of the fierce opposition by mainly Western States of any UN involvement, including the SRSG's, I suggested proposing to my government that Belgium would take the lead, on condition however that the Forum would include *Development*, and become the Global Forum on Migration and Development. With the support of the Minister of Development and Minister of the Interior, the Belgian Cabinet accepted that Belgium would become the initiating government, and entrusted me with the task of organizing the Forum.

The rationale for this decision was based on:

- the tradition of a small country like Belgium to foster multilateral solutions rather than unilateral ones on global issues;
- that development, and in particular the lack of it, was an important push factor for irregular migration; and at the same time
- the potential of migration to contribute to the development of the countries of origin and the migrants themselves was under-utilized and under-researched.

“While not mustering a consensus, it had received the support of a majority of states, with a number of caveats... Interestingly, there was no formal prescription of the UN General Assembly on what precisely the Forum’s mandate was... nor in what format it should operate...”

A ‘coalition of the willing’, consisting of representative countries from different regions, including the Philippines (who later would step up to chair the second GFMD in 2008), was formed on the eve of the HLD, and the proposal then put forward by the UN Secretary-General at the opening session of the HLD. Specifically, he announced the offer from Belgium to create the GFMD which, while not mustering a consensus, had received the support of a majority of states—with a number of caveats. It had to be:

- ‘state-led’
- informal and voluntary
- transparent and operating in an open manner
- should not produce negotiated outcomes or normative decisions, and
- all stakeholders should be involved.

And that did it. Interestingly, there was no formal prescription of the UN General Assembly on what precisely the Forum's mandate was... nor in what format it should operate.

Building the team that built the Forum. Soon after the HLD, we set out to shape the GFMD together with a small but enthusiastic taskforce team, some with specific expertise in migration matters, some with a more general profile, thanks to a secondment of IOM (part paid for by Belgium and part grant), a secondment of UNHCR (grant), two young Belgian researchers, a secondment by the Dutch and Malian governments, and a part-time consultant made available by the Swiss government. Throughout the process we informed and consulted the SRSB and his representatives.

We drew largely on human resources in our Ministry of Foreign Affairs for secondary tasks such as administration, accounting, auditing, catering, travel and hotel arrangements, printing, lay out, etc. They also provided the infrastructure: offices, computers, paper and pens, etc., with the bulk of the financial resources provided by our Ministry of Development.

We also created a high-level internal Belgian consultative committee—at the level of the Cabinet of the Prime Minister, with the involvement of the Ministries of Foreign Affairs, Interior, Development, Labour, Finances, Social Affairs, and also Belgian think tanks, NGO's, advocacy groups such as the Centre for Equal Opportunity, the Refugee Commissioner, border control etc., to ensure that we would operate within a national consensus and to draw on the internal expertise existing in Belgium.

II. Institutional priorities: Building the Forum itself

Getting concrete, in form and substance. I set out in Geneva how we anticipated to create this new Forum and stressed the importance of it to become a mechanism for **actionable, concrete** outcomes, with as large as possible ownership of the different participants, who would be multi-stakeholder. I committed that we would work in full transparency and on a consensual basis. I also requested participating states not to send Ministers who would only participate to make speeches, but rather practitioners, who had the authority to bear on policies but had concrete knowledge of the challenges on the ground.

At every critical juncture, our proposals (for agenda, working method, structure, involvement of civil society, etc.) were submitted for comments and approval to what quickly became a large group of the *"Friends of the Forum"*. The first gathering was held in Brussels in January 2007 and more than 100 countries were represented, most by a representative from the capital, already involved in priority-setting for the Forum.

The overall and main objective of Belgium was to avoid the GFMD to be or become another talking shop, with sterile conflictual views and opinions, because those existed already. Instead to be an instrument for concrete exchanges and changes, on the ground, but also in the thinking about migration, in particular in relation to development (a shift of the paradigm). The endeavor was to bring government and non-government expertise together from all the regions, to enhance dialogue, co-operation and foster practical and action-oriented outcomes at all levels, national, regional and global.

To reach this objective, the GFMD features were created and evolved as we went along:

“The overall and main objective of Belgium was to avoid the GFMD to be or become another talking shop, with sterile conflictual views and opinions, because those existed already. Instead to be an instrument for concrete exchange, and changes on the ground—but also in the thinking about migration, in particular in relation to development...”

1. a **governance structure** with: a *Troika*, to guarantee a certain continuity; the *Friends of the Forum*, as a consultative body; a *Steering Group*, intended as a group of peers, to avoid abuse and misuse of the Global Forum for national purposes by subsequent Chairs; and *focal points* to be appointed by each government in charge of whole-of-government coordination.
2. the **GFMD meeting** itself would consist of two government days, one Civil Society Day with representatives of civil society also attending some government sessions and vice versa, and a joint reporting session where civil society reported their findings to the governmental gathering. (This structure is still largely in place today with the civil society now playing a larger role.)
3. a virtual **Marketplace** where interested parties could discuss, on the basis of demand and offer, a project proposal (policy or field project) prior to the meeting in Brussels, through a digital program created for this purpose by UNDESA. They would then concretely meet in Brussels to work out further details. In fact, 18 projects did this, though few were implemented due to lack of resources. Our intention was to give some operational dimension to the Forum in the form of concrete action. (This idea has since been revived in the *GFMD Platform for Partnerships*.)

4. a **logo**, still being used today, and a website.

5. a **working method: *the participative approach***. In order to increase ownership and to compensate for the ‘prohibition’ against making binding decisions, I decided to introduce an innovative approach, tasking small composite working groups (developed and developing country, international organization, think tank or NGO) to develop the discussion and background papers, on the basis of a template and coordinated by the team

“A working method: the participative approach in order to increase ownership... is still for me the most worthwhile feature of the GFMD of 2007.”

leader, who was a member of the GFMD team. The preparatory discussions and the elaboration of these documents provided the opportunity to understand the mutual challenges, but also the possible solutions (i.e., learning process). These documents were circulated for comments to all the participants. They included suggested discussion points and possible outcomes/recommendations for the GFMD. The finalized documents then became the basis for the discussions at the meeting of the full GFMD, in particular in different roundtables (literally) which we did all we could to keep informal in order to foster open and frank discussions. *This is still for me the most worthwhile feature of the GFMD of 2007*, though it has gotten somewhat lost in the meantime... to the detriment of ownership by the participants.

6. an **Agenda and discussions in roundtables**: the proposed agenda was based on a **survey of the priorities of all countries**, conducted through our Embassies and steered by myself. The survey consisted of a list of 18 themes broached during the HLD in New York, which we asked countries to rank according to their priorities. The priorities had to be actionable, of interest to developed as well as developing countries and permit visible progress at the GFMD.

123 countries participated in the survey; it had been predicted that we would be lucky to receive 30 answers! The priorities with the highest score were structured to be discussed in 11 roundtables during the GFMD meeting proper (3 main themes, 11 subthemes) plus sessions for horizontal issues, such as root causes for migration, fundamental rights, gender issues, and on the “Future of the Forum”, led by Peter Sutherland.

7. **GFMD constituents**: all UN **Member States** could participate; 156 attended. The states were and had to be in the lead, which was consistent with the formula that the GFMD had to be state-led, but the participation of the **civil society** was seen by Belgium and myself as essential—notwithstanding

the initial opposition of the SRSG. 'Civil society' was interpreted in a large sense: advocacy groups, representatives of migrants' organizations (including irregular migrants), but also business groups with a stake in migration (employers, the likes of Western Union, Microsoft who just invented a method to transfer money by phone), trade unions, think tanks, researchers.

Finally, **international organizations**; over 20 attended, including IOM, UNDESA, UNDP, the World Bank, ILO, IFAD, UNESCO, the European Union and Francophonie. Here, I faced criticism on two opposite counts: on the one hand, that I had involved too many international organizations (SRSG); and on the other hand, that I had *not* given sufficient role to the UN (in particular amidst a competition between UNDESA and IOM for the lead role on migration.)

"It had to be state-led, but the participation of the civil society was seen by Belgium and myself as essential—notwithstanding the initial opposition of the SRSG.

'Civil society' was interpreted in a large sense: advocacy groups, representatives of migrants' organizations (including irregular migrants), but also business groups with a stake in migration (employers, the likes of Western Union, Microsoft who just invented a method to transfer money by phone), trade unions, think tanks, researchers."

In reality, the whole UN system was actively involved from the start. The interagency Global Migration Group that the UN Secretary-General had also just created was informed and consulted very regularly by myself and the SRSG. But while individual agencies were most cooperative, especially in the GFMD group teams, the GMG as a group itself gave little input, with interagency competition playing a role there too.

I myself was convinced from the start that the UN, and in particular its core agencies, had to be involved, because, considering the weak, rather non-existent structure of the GFMD, the UN system could, and hopefully would become the potential depository of the outcomes and recommendations of the GFMD, also with the view towards implementation. Moreover, the GFMD would also serve as an unfiltered sounding board for the UN organizations to hear about the *real* priorities of the participating countries (as opposed to those of the international organizations themselves), and I was hopeful that these would eventually carry back into their work—which they did.

8. Other challenges

- **Civil society**, in particular pressure of the civil society at large for more fundamental involvement with the government discussions. Some advocacy groups were dissatisfied that the Civil Society Day was a separate event and that civil society at large was not part of the government discussions. I personally found this criticism undue and unfair, since I was at the same time being criticized by governments and the SRSR for being too forthcoming towards civil society.

Civil Society at large had a number of expectations and assumptions, in particular those on the development side, fearing instrumentalization of development aid to combat irregular migration. However, with time and the organization of regular and open information meetings, etc., this misgiving ebbed away. The fact that the Civil Society Day was organized independently by the King Baudouin Foundation, an organization that is largely trusted by the NGO world, was a plus. The working relationship with the King Baudouin Foundation was not easy, because of the pressure they were under to 'prove' their independence, in particular for advocacy groups.

“Some border control agencies... were not ready to accept the message that they, too, had an interest in a transparent and regulated migration system, where allowing for regular migration, and development in the origin countries would take away the pressure for irregular migration.”

- The **criticism of some countries**, such as the US, that we were planning to stop the recruitment of highly-skilled migrants by addressing issues such as brain drain, e.g., “stop recruiting doctors from Rwanda” as one government representative reproached me. I made enormous efforts to convince such countries that the GFMD had value for them, in meetings for this purpose at their Permanent Missions and other offices in New York and Brussels, and visits with people in the capital responsible for migration issues, including legislators. Some of these efforts worked, some did not. Notably, despite such efforts with the US, I failed to convince them to fully participate, with the US ultimately sending only a (silent) representative of their Embassy in Brussels.²⁸

²⁸ As an alternative, I then sought the involvement of other 'authoritative' voices from the US, such as that of the Migration Policy Institute of Washington DC who became an active and very valuable partner (Kathleen Newland and others) and of Georgetown University, who, with the participation of Professor Susan Martin in the Civil Society Day, was also a key participant.

- The **critical attitude of some border control agencies** in a number of countries, in particular Australia and the US, but also Germany, the Netherlands and others who gave me a very negative hearing during a meeting with their Geneva-based group. They were not ready to accept the message that they, too, had an interest in a transparent and regulated migration system, where allowing for regular migration, and development in the origin countries would take away pressure for irregular migration. Unduly and undeservingly, they saw the GFMD as a mechanism that advocated migration as an alternative for development.
- **One of the more practical challenges was the funding.** Since the decision to organize the GFMD came after our government's budgetary deadlines, no budget line had been foreseen for this event! The Minister of Development, who has a discretionary budget, helped us organize the Government days and also allocated 130,000 Euros to the King Baudouin Foundation for the Civil Society Day. Peter Sutherland was instrumental in securing a large, multi-annual donation of the MacArthur Foundation, and many countries contributed, largely to help fund the participation of developing countries (covering their travel and other cost). In the end, we actually had to return some funds, of which some were turned over to the Philippines for the next GFMD in 2008.

III. Key themes of GFMD 2007

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.²⁹*

Special note: the short life of an agreement for a two-year approach to top priorities. As already explained, our chosen priorities were those that participating countries had indicated in their responses to our global survey of states.

It was our purpose to propose a multi-annual agenda, taking the 6 highest ranked priorities from the survey of states as an agenda of the GFMD for a 2-year period. We made that proposal at the first meeting of the Friends of the Forum, who adopted it after some discussion and adjustments.

But ultimately it was not taken up. Subsequently the Philippines (Chair of the 2nd GFMD) established their own GFMD agenda on the basis of their national priorities that had also been identified as priorities in responses to the survey that we had conducted.

²⁹ See also the official report of the GFMD 2007, available at www.gfmd.org

IV. Key outcomes of GFMD 2007³⁰

Changing the tone. The first meeting of the GFMD has been seen as changing the tone and the direction of the discourse on migration. For example, as one journalist of a leading financial news outlet told me, when asked why they were so interested: “*for the first time migration is being presented as potentially positive.*”

Media attention was very large, and attendees were quite elated. At the end of the meeting, some told me “*things have happened*”. This all was possible because of the positive atmosphere and attitude of participants during this meeting.

Migration came to be seen as a feature for international development; remittances as a source to be harnessed for development, while there were warnings not to promote migration as a surrogate for indigenous development.

The GFMD opened the way for later discussions and cooperation, including the development of the Migration and Refugee Compacts that the UN General Assembly adopted in December 2018.

Concrete outcomes and consequences of the GFMD are at times difficult to measure, since there is no mechanism to systematically follow-up how the recommendations made were implemented. Nonetheless a number of concrete outcomes from the 2007 GFMD (and since) can be seen clearly:

- first, the success of this inaugural GFMD, the broad consensus on that success, and the determination to proceed directly with subsequent GFMDs was itself a significant outcome
- further improvement of remittance statistics by the World Bank
- greater awareness among the financial intermediaries and pressure on them for the need to reduce the high costs of remittances, including with new technologies
- strong appeal for the greater ratification of international instruments on human and labour rights, principally the 1990 UN and ILO conventions on the rights of migrant workers and their families
- appreciation for the development of codes of ethical recruitment, which helped lead to the ILO Convention on Domestic Workers adopted in 2011

“One journalist of a leading financial news outlet told me, when asked why they were so interested: ‘for the first-time migration is being presented as potentially positive.’

... At the end of the meeting, some told me ‘things have happened.’

³⁰ *ibid.* See also Table 2 of this publication.

- a workshop on circular migration
- exchange and improvement of practices of national record-keeping and data on their migrants, and systems to connect with them
- a multilateral definition of 'the diaspora'
- inclusion by several development agencies over time of migration, migrants and diaspora in their national action plans
- where migrants and migration had been omitted in the Millennium Development Goals of 2000 (which was rather unbelievable), they were subsequently included in the new 2030 Agenda for Sustainable Development—in great part thanks to steady GFMD attention and work on the connection of migration and development
- The European Commission created "*Migration Profiles*" for the countries which it supported through its external development activities in order to reinforce donor support for some countries. (More recently, the Commission's European External Action Service has developed a clear focus on migration, through a hybrid system that includes, among other things, security, migration and development)

V. Thoughts and advice for future Chairs, in solidarity

1. **Aim for joint action.** To make the GFMD more action-oriented, test if some outcomes can be upgraded to *'joint actions of the willing'*. This can go from countries taking common positions in UN agencies, to a multitude of stakeholders undertaking cooperative actions on the ground, whether in policies or projects (e.g., via the GFMD Platform for Partnerships). For some, an appropriate funding mechanism should be found; explore how the World Bank, business and bilateral development aid can be harnessed for this purpose. Consider the model of joint and reciprocal action that Germany and Morocco have implemented in migration contexts, in a variety of different sectors: healthcare, care for the elderly, and vocational areas, such as plumbing, gardening, and agriculture in arid zones, etc.
2. **Achieve a more strategic mix of participants.** Making the GFMD more action-oriented will also require a more strategic approach to the number and type of participants involved. Reduce the number of delegates at the Summit to manageable proportions. On the one hand, participation needs to be more selective, and on the other hand the profile of the participants needs to be broadened, depending on the topics, to include people with experience in employment, development, health care, education, labour, climate experts, etc.

3. **Return to the participative approach** with the involvement of practitioners, and not just generalist diplomats. This would lay the groundwork for the GFMD joint actions described above, and also would directly provide practical, experience-based input to GFMD background papers, discussion, recommendations and outcomes. This implies a strong internal taskforce of the GFMD Chair, and/or the strengthening of the GFMD Support Unit.
4. **Put a better mechanism for funding in place.** Other actors, including business, the corporate sector, foundations, sovereign wealth and other funds (e.g., the Marshall Fund for instance?) should be tapped to provide some contributions for specific purposes. Also, some developing countries could contribute or at least take charge of their own delegates to lessen the burden on the funds of the GFMD.
5. **Work on agendas** that are more sharply focused, innovative and multi-annual.
6. **Reduce the frequency of the GFMD Summits to free-up resources to enable practical activities between Summit meetings to achieve concrete objectives.** Within the new architecture with the Migration and Refugee Global Compacts, the GFMD has the advantage of being already on the ground, and being multi-stakeholder.
7. **Finally, upgrade the Steering Group** to a group of Peers outside the Geneva ambit, and make it a governing Board, of a broad profile: government, civil society, researchers, think tanks, business, and international organizations... giving guidance on the latest developments and challenges, helping the Chair to set an agenda which is relevant and innovative, and avoiding all overlap with the Friends of the Forum.

“Work on agendas that are more sharply focused, innovative and multi-annual. Reduce the frequency of the GFMD Summits to free-up resources to enable practical activities between and across Summits to achieve concrete objectives.”

“Making the GFMD more action-oriented will also require a more strategic approach to the number and type of participants involved... On the one hand, participation needs to be more selective, and on the other hand the profile of the participants needs to be broadened, depending on the topics, to include people with experience in employment, development, health care, education, labour, climate experts, etc.”

Some final personal reflections

I had the opportunity to work (hard!) with and animate a great and motivated team of young and enthusiastic people (who even worked harder), to create something that every one of us felt a bit as an adventure, not without some political risks, internally and externally (and which I tried to keep under control) but worthwhile. As time went on, we also felt that more and more institutions, authorities and personalities after first ignoring it, took notice of what we were trying to do... and appreciated it.

“As time went on, we also felt that more and more institutions, authorities and personalities after first ignoring it, took notice of what we were trying to do... At the time I felt that we had a window of 10 years to come to some understanding worldwide on how to better manage international migration...”

At the time I felt that we had a window of 10 years to come to some understanding worldwide on how to better manage international migration... The crisis of 2015, wars and violence in many parts of the world, as well as the political exploitation of the migration issue, together with increasing mal-governance in many parts of the world, have made it more difficult to find consensual approaches to migration.

The GFMD also gave me the opportunity to meet the then new UN Secretary-General Ban Ki-moon in Brussels, who invited me to meet with him personally in New York to discuss the involvement of the UN in the GFMD.

Highs and lows. There were a lot of high points: the first meeting in Brussels to set the agenda, where so many countries attended; the opening session in the presence of the UN Secretary-General; Prince Philippe, who replaced the King of Belgium who was in the hospital; the Prime Minister of Belgium and so many more Ministers; and in particular, the presence of so (too) many participants, who we could hardly accommodate in the conference rooms available.

And also the conclusion of the meeting and summing up of it, where the positive spirit was palpable. The standing ovation by the participants at the very end of the meeting where I made the bold statement that maybe one day, we would all live in a world where borders did not exist....

This positive spirit turned unfortunately with the crisis of 2015. Several countries ‘*se sont replier sur eux-mêmes*’ (have closed back into themselves) and there is a risk that the achievements of the GFMD are undone.

If we do want to come to the perhaps utopian situation of no borders (by 2050?), we need to think hard and fast about what will be the pre-conditions for this, so that we do not get massive outflows and unmanageable inflows. All this is linked with development in the largest sense, economic, but also rule of law, proper healthcare and education systems, etc. We need to collectively agree on what is 'sustainable migration' for countries of departure and countries of arrival.

Beyond chairing the GFMD. I remained actively involved in the GFMD in the years 2008 and 2009 (including the Greek Chairmanship), first as a member of the Troika with the Philippines, and later upon the request of the Greek government, who initially wanted me to become the team leader (which I refused, because it was important for them to have their own leader).

During that time and until 2015, I was regularly kept informed through the Belgian government of what happened and consulted on some occasions. I was also occasionally in touch with Peter Sutherland's team.

The GFMD ahead. The GFMD should continue to play the role of 'éclaireur' (scout) and frontrunner on contentious issues. It should not shy away from opening the discussions on future-oriented and even controversial issues. For example, the GFMD should pay attention to issues in a world where digital means of identification have become the rule and where social media play an increasing, if not the major, role as a source of information, including more and more in shaping opinions, in particular of youngsters. How do these media help but also harm migrants and the migration discourse? We all know about hate mail and messages against migrants. This could be a subject of discussion, e.g., how to counter it, but also how to counteract with positive mail and messages.

There are also the challenges related to cyber-security and the respect of human rights when it comes to the digital identification of migrants. How can these digital means be used to promote a qualitatively better process and situation for migrants, and possibly to prevent irregular migration, while respecting the human rights of those involved? Exchanges between practitioners in these fields could be very useful while such discussions and exchanges would also demonstrate the strategic and practical relevance of a Forum such as the GFMD.

Indeed, can the GFMD play a role in bringing in unorthodox views and discuss them openly? I think it can... *if* well prepared, and if it does not become a dialogue of the deaf, but aims at increasing cohesion, coherence and workability in the system.

"All this is linked with development in the largest sense, economic, but also rule of law, proper healthcare and education systems, etc.

We need to collectively agree on what is 'sustainable migration' for countries of departure and countries of arrival."

In so doing, it can play a role, as Ecuador is planning, to bring in those countries who have stayed outside one or both of the two new Global Compacts.

An advocacy role. The GFMD should also continue to play its advocacy role, but not only as advocate in favor of migration, also as advocate of addressing problems regarding migration.

An example of the latter is the gap in expectations between developed and developing countries concerning the possibilities for migration. If it is true that Western countries struggle with aging populations, it does not automatically follow that they can absorb the explosive population growth of Africa or other regions. There are pre-conditions: skills requirements, including language requirements, to name only one. Also, the countries of arrival face obstacles in the sense that there is a limit to how many migrants can be absorbed/tolerated socially by their populations, and this aspect has to be taken into account to avoid further and growing backlash against migration and migrants.

In addressing these sorts of problems the GFMD should make the distinction between, on the one hand, not just regular pathways for migration *but also the sustainability of those*, and of course international obligations for people seeking protection.

“The GFMD should continue to play the role of ‘*éclairneur*’ (scout) and frontrunner on contentious issues. It should not shy away from opening the discussions on future-oriented and even controversial issues... The GFMD should also continue to play its advocacy role, but not only as advocate in favor of migration, also as advocate of addressing problems regarding migration.”

First rotation: a Country of Origin takes the relay and motors forward

THE 2ND GFMD, PHILIPPINES 2008³¹

- What follows is a testimonial³² by Ambassador Esteban B. Conejos, Jr., former Undersecretary for Migrant Workers' Affairs, Department of Foreign Affairs, and GFMD 2008 Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to chair the second GFMD

Caring for the people abroad. At the time of the first United Nations High-level Dialogue on International Migration and Development in 2006, the Philippines was already a major player in the field of international migration. The Philippines ranked in the top 5 labour sending countries of the world, and remittances from overseas Filipino workers represented 10% of GDP. What had started as a temporary response to a demand for construction workers brought about by the oil boom in the Middle East in the early 1970's over time became a semi-permanent feature of Philippine labor mobility.

The execution in 1995 of a Filipino domestic worker abroad altered the national perspective on international migration.

³¹ The official report of the 2008 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

³² Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.



"The challenge at the High-level Dialogue in 2006 was how to restore the proper balance between promotion and protection of overseas workers.

The GFMD with its mandate to explore the interlinkages between migration and development was widely seen as the best opportunity to strike the proper balance."

The pendulum swung from the promotion of overseas employment to greater protection for overseas Filipino workers.

Thus, the challenge at the High-level Dialogue in 2006 was how to restore the proper balance between promotion and protection of overseas workers. The GFMD with its mandate to explore the interlinkages between migration and development was widely seen as the best opportunity to strike the proper balance.

Nevertheless, our government's decision to host the Manila GFMD was not unanimous. Some believed that priority should be given to domestic labour issues. Others took a longer view, that international cooperation is essential to provide better protection to overseas Filipino workers, and advocated a proactive leadership role for the Philippines in GFMD.

In the end, the decision to host the GFMD and for the Department of Foreign Affairs to lead the effort meant that the protection of the rights of overseas workers would take the center stage in the Manila GFMD 2008.

II. Institutional priorities: Broadening the Forum itself

The Manila vision for the GFMD. In 2007, I went to Vienna, following the formal turnover of the GFMD Chairmanship from Belgium to the Philippines. At one of the side events, I was invited to a symposium on migration and development. Unfortunately, the guest speaker failed to make it to the symposium. So the organizers hastily approached me to ask if I could say a few words about the forthcoming GFMD in Manila.

With barely minutes to spare, I tried to compose my thoughts, scribble a few notes, and for the first time unveiled the vision of the Manila GFMD. I said, "In Manila, we will shine the spotlight on the human face of migration. We will demonstrate that not only is it possible for human rights and development to coexist; we will show that for migrants to exert a positive impact on both countries of origin and destination, migrants' rights must be protected."

"In Manila, we will shine the spotlight on the human face of migration. We will demonstrate that not only is it possible for human rights and development to coexist; we will show that for migrants to exert a positive impact on both countries of origin and destination, migrants' rights must be protected. Our vision stirred a hornet's nest."

The Pushback. Our vision stirred a hornet's nest. I was warned in no uncertain terms *from within the United Nations* and by some Member States of the GFMD that I was embarking on a dangerous course.

They told me that the debates on human rights in the UN were usually acrimonious and that another acrimonious debate on the human rights of migrants—this time in the GFMD—could prove fatal.

I disagreed with this assessment. I pointed out that based on a global survey of states that Belgium had conducted during its Chairmanship the very year prior, a considerable number of Member States in the GFMD wanted a discussion on the human rights of migrants.

Second, I said that in the Philippines the protection of overseas Filipino workers is a serious matter. I could not imagine hosting an international conference on migration in the Philippines without this important national concern.

Finally, I proposed a shift in the approach in discussing the human rights of migrants from the normative, top-down UN approach to a discussion that would focus primarily on a better understanding of the linkages between migration and development.

Our approach in the GFMD would also entail the rich sharing of best practices leading hopefully to the adoption of practical and action-oriented results. I referred to this approach as a natural progression from a “consensus of understanding” to a “concert of action.” In the end, the unqualified support given to me by Peter Sutherland, the Special Representative of the UN Secretary-General for International Migration (SRSG), and the encouragement and assistance I received from the GFMD Steering Group members made it possible for us to transform our vision to a practical and workable program.

“... I proposed a shift in the approach in discussing the human rights of migrants from the normative, top-down UN approach to a discussion that would focus primarily on a better understanding of the linkages between migration and development.”

III. Key themes of GFMD 2008

- The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.³³

The “Rights Choice.” What made the Manila GFMD meeting different was that it put the spotlight on the human face of migration and the human development facet of development. We chose the overarching theme, “*Protecting and Empowering Migrants for Development*” to shift the debate away from the usual rational arguments about the economic benefits of migration, and back to the migrants and their families. As Philippine President Gloria Macapagal Arroyo said in her opening address, “The greatest wealth of any country is its people” and the development benefits they can bring to their communities and countries are only possible when they are properly protected and supported.

UN Secretary-General Ban Ki-moon in his address to the GFMD said, “Only by safeguarding the rights of migrants and ensuring that migrants are treated with the dignity and respect due any human being, can we create the conditions in which migration can contribute to development. Exploitation is the antithesis of development.”

Being “right and smart”. Our flagship roundtable theme was “Protection, Development and Human Rights” which had two important tenets: *first*, protecting the rights of migrants is a shared responsibility of governments (origin, transit and hosts) and other non-state actors; and *second*, empowered migrants and diaspora can contribute to development. Using the Philippines’ own “life-cycle approach” to migration management (i.e., pre-departure, on-site, and return and reintegration), we argued that *protecting the rights of migrants is not only the right thing to do, but also the smart thing to do*. Economic development cannot occur without human development, that is, without human beings who are healthy, educated, employed, and able to care for their families.

“We argued that protecting the rights of migrants is not only the right thing to do, but also the smart thing to do. Economic development cannot occur without human development, that is, without human beings who are healthy, educated, employed, and able to care for their families.”

³³ See also the official report of the GFMD 2008, available at www.gfmd.org.

IV. Key outcomes of GFMD 2008³⁴

1. **First truly global meeting on migration and development.** Building on the success of the first GFMD Meeting in Brussels (with over 150 governments), the Philippines attracted more than 1130 delegates, representing some 163 Member States and Observers of the United Nations, 33 international organizations and 220 participants from civil society.
2. **Proof that a diversity of Chairs is good for the Forum.** The idea of having rotating Chairs, i.e. alternating between countries of destination and origin is important to the quest for a meaningful GFMD process. However, in 2008, GFMD was hardly a year-old and its future was by no means assured. Many origin countries shied away from taking a more proactive leadership role in GFMD. The bold decision of the Philippines to step up to the plate at this crucial moment stabilized the situation and helped propel the GFMD on the path of continued growth and development for many years. I would consider this one of the seminal contributions of the Manila GFMD.
3. **The GFMD can raise, handle and survive genuine discussion of difficult issues.** Our decision to discuss a controversial topic like the human rights of migrants proved to all that the GFMD is not just an annual extravaganza of light talk and banter but is a serious forum to tackle great challenges in the field of migration and development.
4. **Civil society is key.** In Manila, we expanded the scope of engagement with the civil society on five counts: a) by doubling to *two* Civil Society Days (CSD)³⁵; b) by incorporating constructive input from many civil society national and regional consultations; c) by organizing “voices from the region” workshops to spotlight regional perspectives; d) by holding a half-day interface of government representatives (notably members of the GFMD Steering Group) with civil society; and e) by ensuring closer cooperation between the government and civil society in preparing the GFMD Summit.

This practice of one Chair building on the achievements of the previous Chair is an enduring feature of the GFMD.

“To further assist Chairs and other states to build the GFMD over time, and to help balance both innovation and continuity of focus on themes and recommendations, it was also in Manila that the Member States of the GFMD decided to establish the GFMD Support Unit.”

³⁴ *ibid.* See also Table 2 of this publication.

³⁵ The Civil Society Day was an initiative of the first GFMD Chair, Belgium to convene and connect civil society actors and their recommendations directly to the governments’ meetings of the GFMD Summit. It was a single day at GFMD 2007.

- 5. Launch of the GFMD Support Unit.** To further assist Chairs and other states to build the GFMD over time, and to help balance both innovation and continuity of focus on themes and recommendations, it was also in Manila that the Member States of the GFMD decided to establish the GFMD Support Unit, comprised of only two personnel. Since the office came into operation in February 2009, the Support Unit has now served ten rotating Chairs-in-Office, thus maintaining the institutional memory and meeting the requirements of a constantly evolving GFMD process.
- 6. Agreement to establish follow-up GFMD Ad Hoc Working Groups.** At the Manila Summit, a number of studies, compendia of good practices, pilots and assessments were showcased, which extrapolated upon the key outcomes of the Brussels GFMD. The rich debates that took place in 7 roundtable sessions also identified an urgent need to establish follow up ad hoc working groups (WGs), namely: 1) Protecting and Empowering Migrants for Development; 2) Data and Research on Migration and Development; and 3) Policy and Institutional Coherence, though the last two were combined into one Ad Hoc Working Group on Policy Coherence, Data and Research. In supporting the succeeding Chairs from 2009 to 2012, the two working groups led the development of important policy tools, including the migration profiles, mainstreaming migration into development planning, diaspora engagement, etc.

Some final personal reflections

Beyond chairing the GFMD. Shortly after our Chairmanship, I decided to run for the position of Deputy Director General of the IOM. Although I did not make it, a considerable number of states supported me. I would attribute this support not only to my operational experience in migration but to the high visibility and policy expertise which I obtained in the Manila GFMD Chairmanship.

I continued to be engaged in the GFMD in the Troika with Greece and Mexico. I attended the Mexican Chairmanship in Puerto Vallarta. In 2011-2012, at the height of the Arab Spring, I was in the forefront of evacuating our overseas Filipino workers from war torn Libya and Syria. In 2012 after serving as Undersecretary for Migrant Workers Affairs for 6 years (the longest tenure in the history of the office), I was appointed Ambassador and Permanent Representative of the Philippines to the World Trade Organization in Geneva.

When I retired in 2016, I was invited to speak in various fora on migration crisis preparedness and response. During the Chairmanship of Germany in 2017, I was designated as a Special Rapporteur on the contributions of the GFMD to the GCM. Last year in Morocco, I co-chaired with Ambassador Gnesa the *10-Year Review* of the GFMD. This year I have been asked to lecture at the University of the Philippines on trade in services and migration crisis preparedness and response.

The GFMD Ahead. During the GFMD 2017-2018 Co-Chairmanship of Germany and Morocco, I have had a new “immersion” in the GFMD. At the time of the 10th GFMD Summit in Berlin, the GFMD was preparing its contribution to the GCM process, after having been recognized in the New York Declaration. I thus embraced my role as a GCM Rapporteur with a huge sense of enthusiasm and equal pride, because the process that the Philippines (under my leadership) chaired 10 years earlier was on the cusp of a new international migration governance, which it helped to usher in.

SWOT (Strength-Weaknesses-Opportunities-Threats). Then in 2018, during the GFMD *10-Year Review* exercise, I co-led the Expert Team’s reflection on the GFMD’s continuing added value, and how it could adjust itself to make it better fit for pur-

“While the focus of GFMD debates in recent years has been driven by emerging developments (e.g., forced migration, large movements of migrants and refugees, climate change) we are still scratching the surface of many issues...”

pose in the era of GCM implementation. We held a number of team deliberations throughout the year, informed by the results of a Review questionnaire. Our reflections —and at times, debates— were rich and constructive. We did a SWOT analysis of the process, and no matter which way we looked at the diagram, the bottom line was we needed an informal and voluntary process like the GFMD to continue, particularly, not in spite of, now that we have a UN-led GCM. The GFMD's *raison d'être* is to remain as a space for policy, partnerships and peer review. However, some structural adjustments need to be done, concerning its financing, *modus operandi* and governance in order to make the process – conceived largely as *ad hoc* – sustainable. Our report containing a number of recommendations was warmly received by participating Member States in Marrakech.

With the consolidation of the three important mechanisms for the engagement of civil society, business and local authorities in the process, the GFMD stands today as the largest truly multi-stakeholder process on migration and development. While the focus of GFMD debates in recent years has been driven by emerging developments (e.g., forced migration, large movements of migrants and refugees, climate change) we are still scratching the surface of many issues that lie at the nexus of migration and development, such as migration and trade, portability of social security benefits for migrants, diaspora entrepreneurship and investment, etc. Perhaps new other issues will emerge in the near future which will benefit from GFMD's whole-of-government and whole-of-society approaches?

One wistful thought. The GFMD lost its founding father, the late Peter Sutherland, who did a tremendous job in anchoring the GFMD within, while keeping it outside the UN. Peter played a huge role in encouraging Member States to take the Chairmanship baton and energizing the participation of Member States and the UN family. Could the former GFMD Chairs collectively step into Peter's big shoes?

I recall my last words at the Manila GFMD Summit, which I believe remain valid today: the GFMD remains a "work in progress" – to be completed ... to be continued... How we find the right answers to all the lingering and newly emerging questions in the future will determine the continuing relevance and usefulness of the process.

Back to a country and region primarily 'of transit and destination'

THE 3RD GFMD, GREECE 2009³⁶

- What follows is a testimonial³⁷ regarding the Greek GFMD Chairmanship by Michail S. Kosmidis, Acting Head of Migration Policy Department, Ministry for Citizen's Protection, Greece
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to chair the third GFMD

Opportunities. The motivation of our country for assuming the GFMD Chairmanship was primarily that, during that particular period (2007 - 2009), immigration issues featured at the top of the political agenda in Greece, as well as of the European Union (EU). EU-wide, it was the period of adoption of the European Pact on Immigration and Asylum, while regional dialogue on migration issues was making its first steps, especially within the framework of the EU's Global Approach to Migration (GAM). Moreover, migration trends during that period of time in Greece had gradually been rising, so Greece saw the challenge of assuming the GFMD Chair as an opportunity to delve into migration and development issues on the national, as well as on the European and international agenda.

³⁶ The official report of the 2009 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

³⁷ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.



"Migration trends during that period of time in Greece had gradually been rising, so Greece saw the challenge of assuming the GFMD Chair as an opportunity to delve into migration and development issues on the national, as well as on the European and international agenda."

Lived experience. As a Member State of the European Union, Greece had gone through all the stages of the migration cycle. Initially, it witnessed some of its citizens going abroad in search of a better life. When those Greek people started integrating into the new destination societies, Greece became the beneficiary of significant flows of economic and social remittances. After joining the European Union, Greece experienced the return of some of its diaspora. More recently, Greece had been transformed into a host country and, due to its key geographical position, into a transit country as well. Large numbers of migrants used (and are still using) Greece as an entry point to the European Union during their own search for a better life.

Concerns too. Internally, the prospect of becoming GFMD Chair raised certain questions in relation to:

- a. the administrative burden for the competent authorities, in particular immigration authorities
- b. the expected excessive cost of the Forum
- c. possible added value in terms of practical aspects, as well as in terms of the gradual development of EU policy, on immigration, and on the nexus between migration policies and development policies.

II. Institutional priorities

One of the main priorities that emerged during the GFMD discussions in Athens was the need to develop further the discussion on the future of the GFMD. In this respect, a special session took place, where several important issues surfaced in the discussion:

- overall satisfaction with regard to the way the Forum is conducted, notably on the basis of the Operating Modalities
- re-affirmation that the process should remain informal and state-led
- underlining the multi-dimensional character
- emphasis on the important need to strengthen the development focus of the Forum
- strong reference to the need to draw on the broad base of available expertise, and
- the need for flexibility and innovation, through wide consultation, while respecting the thematic priorities of the successive Chairs.

III. Key themes of GFMD 2009

- The themes of all government GFMDs are presented in Table 1 of this publication.³⁸

Overarching theme. The main theme of the Greek Chair of the GFMD 2009 was “*Integrating Migration Policies into Development Strategies for the Benefit of All*”. The selection of this theme was based both on the diverse Greek experiences of migration and on a growing global awareness of the need to better link migration to development, especially in the framework of achieving the Millennium Development Goals.

Main objectives. The principal objectives of the third GFMD were:

- to create conceptual and structural links between migration and the achievement of the Millennium Development Goals, which becomes even more critical in times of economic crisis;
- to strengthen the human development aspects of the migration and development policy discourses;
- to bring forward some concrete and workable policy recommendations, based on the identification of policy gaps and good practices; and
- to consolidate the GFMD process further through thematic continuity with previous GFMD meetings, strengthening its operational structures and tracking the follow-up of GFMD recommendations and policy impacts at national and international levels.

Pointing to human development. The Greek Chair’s proposal to incorporate migration into development planning was based on the belief that migration should be propelled more by choice than by necessity. Following this line of thought, national and international development efforts should reinforce human development by improving the standards of living and expanding life choices.

“The main theme of the Greek Chair of the GFMD (November 2009) was ‘Integrating Migration Policies into Development Strategies for the Benefit of All.’”

The freedom to move by choice goes hand in hand with another freedom: the freedom of staying at home. Human development expands both the freedom and choice of staying or moving – temporarily, permanently or repeatedly. This was another critical aspect of the dialectic relationship between migration and human development, which further promotes the argument for migration by choice.

³⁸ See also the official report of the GFMD 2009, available at www.gfmd.org

Mainstreaming migration in development planning. In this framework, the GFMD in Athens produced a number of recommendations and possible follow-up actions to better mainstream migration in development planning, for example, through:

- more effective data collection tools and methods to achieve coherence between migration and development policies
- more research, studies, handbooks, databases and evaluative indicators which have been suggested to inform policy-makers on root causes of migration
- the roles and needs of diaspora
- social protection of migrants abroad
- the impact of migrant reintegration on development
- partnerships to deal with the impact of the economic crisis on migration and development
- pursuing policy and institutional coherence on migration and development, and research and data to underpin such coherence.

Increasing freedom and choice. The Athens - 2009 GFMD envisioned a world with more freedom and choice in the context of migration and development. It looked at policies that can create conditions conducive to exercising such freedoms and choices.

Time for GFMD discussion of irregular migration. The 2009 GFMD emphasized the need to underline the multi-dimensional character of migration and development, including other aspects of the migration phenomenon, such as irregular migration.

“The freedom to move by choice goes hand in hand with another freedom: the freedom of staying at home. Human development expands both the freedom and choice of staying or moving – temporarily, permanently or repeatedly.”

IV. Key outcomes of GFMD 2009³⁹

National and multi-lateral. The main outcomes were recommendations that had an impact at the national and multilateral level:

- Ensuring policy coherence and coordination at the national level between relevant ministries and agencies
- Providing more information to migrants at all stages of migration; and awareness campaigns in destination countries to inform the public about migrants' contributions to their development
- Directing particular focus on managing xenophobic tendencies and discrimination in times of economic crises and massive job losses.

Regional. Various aspects of the recommendations adopted during the Greek Chair were more or less projecting future trends in migration policies, especially in relation to the gradual development of the European Policy on Migration, as well to the current international discussion on the recently adopted Global Compact on Migration.

V. Thoughts and advice for future Chairs, in solidarity

1. A GFMD open to all issues. The GFMD should include all difficult aspects of migration public discourse in its agenda without any restrictions, while respecting the role and the responsibilities of the Member States, as well as of all international and/or regional cooperation and structures, such as the European Union or other intergovernmental consultation processes.

2. A GFMD open widely to implementation of the GCM. The state-led nature and informal character of the GFMD gives the states a great opportunity to be part of the newly developed international mechanism for the implementation of the recently adopted Global Compact on Migration. In this respect, the GFMD should be part of the wider mechanism that is gradually being developed in order to become part of that process. The informal character of the discussions is very useful, in the sense that discussions within GFMD process may include also issues relating to difficult aspects of the migration phenomenon.

“The GFMD should include all difficult aspects of migration public discourse in its agenda without any restrictions, while respecting the role and the responsibilities of the Member States, as well as of all international and/or regional cooperation and structures, such as the European Union or other intergovernmental consultation processes.”

³⁹ *ibid.* See also Table 2 of this publication.

DRIVING THE FORUM: 2010, 2011, 2012



Deepening state ownership, partnership and multi-stakeholder interaction

THE 4TH GFMD, MEXICO 2010⁴⁰

- What follows is a perspective based on research from official GFMD records, complemented where indicated from an interview with H.E. Mr. Juan José Gómez Camacho, Ambassador of Mexico to Canada, and GFMD 2010 Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to chair the fourth GFMD

Experiencing all of migration. 2010 was the occasion of the fourth GFMD—but the first in the Americas.⁴¹ At the crossroads of the “three Americas” and a regional leader, Mexico brought the full range of migration experience to its Chairmanship of the GFMD that year. A country principally of migrant origin and transit for many years, Mexico was also a land to which Mexican migrants voluntarily returned—in a trend that had grown sharply since 2005, or, in much smaller numbers were returned, largely from the US. Moreover, by the time Mexico stepped up to chair the GFMD in 2010, increasing numbers of migrants from other countries were looking to Mexico as a land of stay and destination.

Priority motivates. To suggest that migration was important to Mexico in 2010 was an understatement then as it would be today. It was reported that no other nation in the world had as many of its citizens living abroad as Mexico: 12.5 million, 1



“At the crossroads of the “three Americas” and a regional leader, Mexico brought the full range of migration experience to its Chairmanship of the GFMD in 2010.”

⁴⁰ The official report of the 2010 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁴¹ Argentina had initially expressed interest in chairing the 2010 GFMD, but withdrew, and Mexico stepped up later.

“Protecting migrants and their families has long been a top priority of the Mexican government. And that can only happen with smart cross-border cooperation and partnership: with other countries, international organizations, civil society inside and outside the country, and migrants themselves.”

out of every 10 Mexicans. About 97% lived in the United States, primarily motivated by work there.⁴² This number had increased before 2005, but fell as new arrivals of Mexicans to the US decreased steeply through the rest of the decade.

Protecting migrants and their families has long been a top priority of the Mexican government. And that can only happen with smart cross-border cooperation and partnership: with other countries, international organizations, civil society inside and outside the country, and migrants themselves.

As prior GFMD Chairs had done, Mexico created a national taskforce to organize the GFMD, working closely with national and international experts and advisers, including, with financial support from other governments and international organizations, several who had worked with previous Chairs⁴³. In Geneva, the Permanent Mission of Mexico to the United Nations and International Organizations took the lead in negotiating, conceptualizing and achieving results in the Mexican programme for the year.

Participation at the highest level. Illustrating the importance of migration and Mexico’s respect both for the Global Forum and for civil society, Mexican President Felipe Calderón Hinojosa and First Lady Margarita Zavala participated in the Civil Society Days of the GFMD. This was the first time, and through 2018 the only time, that the leader of the country chairing the GFMD joined its civil society programme.

Spicy, sometimes hot. In proposing the programme for GFMD 2010, Mexico aimed both at continuity and at innovation. In particular, “continuity” meant taking forward and deepening the emphasis in the GFMD 2008, chaired by the Philippines, on protecting and empowering migrants, and also the paradigm shift that the GFMD 2009 chaired by Greece had achieved in recognizing development as fully human (and not just economic). “Innovation” meant taking a fresh look at key issues, and at GFMD

⁴² The World Bank reported that between 2000 and 2010, Mexicans abroad sent some US \$200 billion dollars in remittances back to their families and communities in Mexico, \$21 billion in 2010 alone. As important as those sums were to human and economic development in Mexico (on average about 2.3 % of Mexico’s GDP each year), they were a fraction of what the migrants spent or invested where they lived during that period, notably the United States, directly contributing to human and economic development there.

⁴³ Recognized pioneers and leaders in the field of migration and development, most notably over the years Dr. Rolf K. Jenny, Dr. Irena Omelaniuk and Mr. Chukwu-Emeka Chikezie.

structures, even if that was difficult. The Chair promised a bit of “Mexican flavor” in the 2010 GFMD: spicy and “sometimes hot” for some of the issues and institutional change being put forward.

At the same time, the key word—the very first word in Mexico’s overarching theme for the GFMD 2010—was “partnership”, as in shared interest, common ground, co-operative frameworks, joint action.

Indeed, under the Mexican Chairmanship, the GFMD 2010 was:

- **a big year for partnerships**, exemplified by a new “**Common Space**” for government and civil society interaction within the GFMD Summit itself, and the new *Platform for Partnerships*.
- **a big year for human development**. Immediately picking up and ensuring continuity from the Greek GFMD 2009 and the landmark UNDP report that year, *Overcoming Barriers: Human Mobility and Development*, Mexico featured human development in its overarching theme, a Summit roundtable session and the new Common Space. This was to continue the focus in preceding GFMDs, in particular on issues like protection of the human rights of migrants, and attention to gender aspects of migration, health and education.
- **a big year for trying to weigh and leverage balance in all this**. To begin with: the balance of sharing prosperity and sharing responsibility, indicated in the overarching theme. Not necessarily equal balance, but rather real-world, sensible balance, which widens opportunities for common ground and joint, productive action. In the GFMD for example, a balancing of cooperation on reducing irregular forms of migration, especially those that exploit or hurt migrants, can open new possibilities for regular forms of migration, and protecting vulnerable migrants.

And real-world, sensible balance in the framing of issues and collaboration. So not just migration and development, but the full balance of human mobility and human development. A balance also of states and civil society in Forum activities and partnerships; not necessarily equal balance (partners can be real and effective together without being equal) but right balance.

“For the first time, the GFMD opened the Summit programme with a structured morning of Common Space for states and civil society participants to interact on critical issues. This was a signature vision of the Mexican Chairmanship...”

II. Institutional priorities

Innovation Nation I: As Chair of the 2010 GFMD, Mexico advanced a number of initiatives to equip the GFMD for greater collaboration and action.

- **For the first time**, the GFMD opened the Summit programme with a structured morning of **Common Space** for states and civil society participants to interact on critical issues. This was a *signature* vision of the Mexican Chairmanship, first proposed and debated among states in the preparatory meetings of the Steering Group and Friends of the Forum in early 2010.

Action from interaction. As Mexico had presented it in those meetings, opening a Common Space at the Summit was an idea whose time had come, and the GFMD was ready for it—especially with states and others clamoring constantly for more action and interaction. With “partnerships” being Mexico’s thematic priority for the GFMD, the Chair suggested that bringing together states and civil society actors was a logical, even natural and workable next step in GFMD evolution.

Logical and natural, but hard. Not everyone saw it the same way. While most states seemed in favor of the proposal or not opposed, some pushed back strongly, including several who normally stood for civil society participation and partnerships. Some worried that it would weaken or destroy the “states-led” foundation of the GFMD, and soon the GFMD itself. Some worried that civil society’s participation would not be constructive; that the opportunity would turn adversarial and polarizing.

It didn’t.

“Some worried that it would weaken or destroy the “states-led” foundation of the GFMD, and soon the GFMD itself. Some worried that civil society’s participation would not be constructive; that the opportunity would turn adversarial and polarizing. It didn’t.”

Connecting the twin engines. With a green light nonetheless from the GFMD Steering Group and Friends of the Forum, the Mexican Chair proceeded with careful preparation of the new Common Space—including full transparency towards other states, and their active participation, in each step.

10 November 2010: The room was electric, and buzz everywhere when, for the first time, all government and civil society participants at the GFMD—altogether some 800 in Mexico—gathered for interaction in plenary during the Summit: in this new Common Space.

Formats matter. The inaugural Common Space had four “two’s”: two 90-minute panel sessions, each with two states, two civil society representatives and two international organizations, dynamically moderated for crisp, unscripted exchange among the panelists and, importantly, with the floor.

As with the rest of Mexico’s GFMD programme, there was a deliberate mix of continuity and innovation. Picking up the Greek emphasis on human development at the previous GFMD, one panel looked at *Strengthening Partnerships in Migration and Human Development*. Then, appearing for the first time as an issue featured in a GFMD Summit, a panel focused—in Common Space—on *Improving Public Perceptions of Migration*.

Rules for the road here and after. The moderator underlined that the Common Space was designed for an honest, fresh and action-oriented exchange. The three “rules for the road” were: no scripted speeches; talk could be direct but in a spirit of collaboration; and interventions would alternate between government and civil society speakers.

The rest was history, as they say—and it was the future too. At the close of the Common Space, participants were given an evaluation form to fill out and return. The response was enthusiastic—and would be repeated over the following years, for “fill out and return” is precisely what the Common Space itself has done since Mexico. It filled out to the point that the Bangladesh Chair of GFMD 2016 increased Common Space to a full day of the Summit. And, without weakening or polarizing any GFMD, its opportunity for direct, unscripted exchange on key issues has returned in every GFMD Summit without exception.

Indeed, the criticism today does not ask “why have Common Space in the GFMD?”, but “how to do it better?”

- **The launch of the GFMD Platform for Partnerships**, a mechanism to generate joint action at global, regional and national levels. Managed by the GFMD Support Unit, the Platform would serve as an on-line repository that collected, organized, and facilitated access to concrete good practices and partnerships on GFMD outcomes. In short, its goal was to support implementation of recommendations of GFMD meetings.

“Managed by the GFMD Support Unit, the Platform would serve as an on-line repository that collected, organized, and facilitated access to concrete good practices and partnerships... to support implementation of recommendations of GFMD meetings.”

- In the Summit's *Future of the Forum* session, states committed to a **states-led survey** to assess and make recommendations on the ability of the GFMD to promote productive dialogue and tangible, action-oriented outcomes. The survey was planned for two phases over the subsequent two years, each phase to be reviewed at the GFMD Summit during the year it was conducted.

As the report of the GFMD 2010 final proceedings put it, the survey and assessment “will look back on what the GFMD has achieved to date and forward to where it may be heading in the future.” Interestingly, that is precisely what the recent *10-Year Review*⁴⁴ of the GFMD did in 2018, and what this publication offers further.

III. Key themes of GFMD 2010

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.*⁴⁵

Snapshot of the GFMD 2010 agenda.⁴⁶

“The overarching theme of the Mexican Chair for the 2010 GFMD was ‘Partnership for Migration and Human Development: Shared Prosperity, Shared Responsibility.’”

Overarching theme. The overarching theme of the Mexican Chair for the 2010 GFMD was “*Partnership for Migration and Human Development: Shared Prosperity, Shared Responsibility.*”

As described in the final report of the GFMD 2010 proceedings:

“A key objective of the GFMD was to examine partnerships, and how they are created, as effective mechanisms to address the causes, challenges and effects of migration for development, and development for migration. The underpinning

assumption was that partnerships among countries of origin, transit and destination and other stakeholders can facilitate more comprehensive policies and a greater willingness to share responsibility.

Partnerships can be a more effective way of solving problems jointly, and reaching common understandings on issues that in other contexts may be sensitive and divisive.

Non-government actors play a critical role in this.”

⁴⁴ *Op. cit.*

⁴⁵ See also the official report of the GFMD 2010, available at www.gfmd.org

⁴⁶ *ibid.*

“Well ahead of the 2010 Summit, a mix of states concerned with irregular migration but with a range of perspectives voluntarily came together to discuss it—in fact, to discuss how it could be discussed.”

A fresh eye on key issues. The overarching theme was broken out into three roundtables, each with sessions zooming in directly on specific aspects: Partnerships for Migration and Development; Human Mobility and Human Development; and Policy and Institutional Coherence to address the Relationship between Migration and Development.

Innovation Nation II: first time issues. Mexico sought to move the GFMD forward by bringing to the debate not only actors (e.g., civil society) in more meaningful ways, but also issues that some still considered too difficult for multi-lateral discussions.

Mexico brought a number of issues to the forefront of the GFMD Summit for the first time. For some of them, perhaps there was more than a little “spicy, sometimes hot” Mexican flavor. The Chair worked hard at this, and, in the words of Ambassador Juan José Gómez Camacho, “with transparency to build confidence among all interested parties to openly discuss such topics”:

- **Irregular migration.** At the time, this issue was considered too divisive for the states with different experiences of migration and/or development to take up together, even without civil society in the room. Here however, the participative approach that Belgium had pioneered for the first GFMD in 2007—and institutionalized for those that followed—proved to be key. Well ahead of the 2010 Summit, a mix of states concerned with irregular migration but with a range of perspectives voluntarily came together to discuss it—in fact, to discuss how it could be discussed.

So, the very “first first” on serious GFMD consideration of this issue already occurred in the states-led meetings to prepare the background paper and discussion questions for the Summit. And the discussion continued across multiple drafts, until the final paper consolidated both convergence and divergence, and questions, for states to debate in the roundtable session at the Summit.

- **Climate change,** its impact on migration and development. This was the first time—and remarkably also the last time that climate change was the featured subject of a GFMD Summit roundtable session, until it was picked up again by the Bangladesh Chair... in 2016.

“This was the first time—and remarkably also the last time that climate change was the featured subject of a GFMD Summit roundtable session, until it was picked up again by the Bangladesh Chair... in 2016.”

- **Gender and family in migration.** Here too, while ‘gender’, and in particular, women in migration had been picked up prominently over the years in civil society’s work and recommendations in GFMD activities, including within the Civil Society Days linked to the Summit, this was the first time that the *states* picked it up in a Summit roundtable.

As for the subject of ‘family’ in migration, this was the first time that *any* component of GFMD Summit meetings gave it such a focus. And only once since then has family been featured in a Summit roundtable theme: under the Swedish Chair in 2013 - 2014, where it was picked up within the term “households” in the session *“Empowering migrants and their households and communities for improved protection of rights and social development outcomes.”* That is actually quite astonishing given the almost supreme role that family and family considerations play in so much human mobility and human development.

- **Improving public perceptions of migration.** This challenge was considered so important to consider from all angles that it was one of the two issues chosen for one of the two 90-minute interactive panels of the new Common Space. There, all of the government and civil society participants, joined by the international organizations and others present, exchanged perspectives and recommendations directly, and at times bluntly.

In an illustration of how the work of the GFMD is not just political, not just practical, but personal, several of the speakers on this panel shared their own, deeply moving experience and insights as refugees, migrants, diaspora or their descendants.

One of them was UN High Commissioner for Human Rights Navanethem (Navi) Pillay.⁴⁷

⁴⁷ High Commissioner Pillay also brought with her and presented to the GFMD Summit the landmark statement on *The Human Rights of Migrants in Irregular Situation* (September, 2010) which, as Chair of the Global Migration Group earlier that year, she had led both drafting and unanimous sign-on among the then 14 UN and international agency members of the GMG.

“As for the subject of ‘family’ in migration, this was the first time that any component of GFMD Summit meetings gave it such a focus. And only once since then has family been featured in a Summit roundtable theme: under the Swedish Chair in 2013 - 2014, where it was picked up within the term ‘households’...”

IV. Key outcomes of GFMD 2010⁴⁸

The first and most important outcome of any GFMD—really, its *raison d'être* (the reason it exists)—is the collection of action-oriented policies and practices that each entire GFMD process discusses and generates. So, the key outcomes of GFMD 2010 are the 44 recommendations that the Summit roundtables presented in the closing plenary, plus those of Common Space, the special sessions and the Civil Society Days, plus the thematic workshops during the year. They are outcomes that go beyond the GFMD meetings to produce further GFMD outcomes⁴⁹.

The other most significant outcomes for GFMD 2010 were, as fully described earlier:

- **At global level**, launch of the Platform for Partnerships, again, an outcome to produce further outcomes;
- **Within the GFMD process itself**, the invention and success of the Common Space, the effective introduction of a number of new themes that are absolutely essential—but sometimes delicate—to talk about; and launch of the two-year process for the GFMD Survey and assessment by states.

“The first and most important outcome of any GFMD—really, its *raison d'être* (the reason it exists)—is the collection of action-oriented policies and practices that each entire GFMD process discusses and generates... They are outcomes that go beyond the GFMD meetings to produce further GFMD outcomes.”

⁴⁸ See the official report of the GFMD 2010, *op.cit.* See also Table 2 of this publication.

⁴⁹ *ibid.*

V. Thoughts and advice for future Chairs, in solidarity

1. Success requires partners, at the table

“It is impossible to have a practical conversation about complex global or regional challenges of migration and development without considering cooperation across and within borders. It is also impossible to be practical about such cooperation without considering specific partners and partnerships across and within borders.”

It is impossible to have a practical conversation about complex global or regional challenges of migration and development without considering cooperation across and within borders. It is also impossible to be practical about such cooperation without considering specific partners and partnerships across and within borders.

Other states are partners of course. At times or on certain issues they are first partners. But in a field and forum of migration and development, other stakeholders are also partners, beginning with civil society actors, very much including migrants themselves and diaspora.

Front-line partners at the table. This is why the first GFMD Chair Belgium, led by Régine De Clercq, insisted from the very start that civil society have space linked to the governments in the Summit meeting. With similar persistence and vision, but also with the benefit of organizing this fourth of the GFMDs, Mexico moved in 2010 to bring civil society into a more meaningful role in the GFMD, with greater value to states and GFMD outcomes. Civil society as subject and actors, civil society as partners, and Common Space to interact directly with states at the Summit and perhaps jointly act, as partners beyond.

That is not only vision, that kind of partnering is the experience of many states and civil society actors around the world. The GFMD should neither underestimate nor forget that.

The decisions that states made in 2015 to add business as an organized group in GFMD activities, and in 2018, mayors and local authorities, are brilliant for precisely the same reason: to think and work directly with front-line, essential partners in major phenomena of human mobility and human development.

In fact, there is no other way: complete partnerships = concrete outcomes.

2. From Common Space to Common Ground.

If anything, initiatives like Common Space should be constantly tested to see what can be done further, or even quite differently, to bring civil society and other essential stakeholders to work with states in GFMD activities. As the recent *10-Year Review* of the GFMD observed, it is time to take the next step, quite deliberately, to sharpen the focus—and formats—among states and essential stakeholders on specific issues where there can be common ground for action. Not just common space in a meeting: common ground for action.

From experience with the GFMD in 2010, it is not always easy to take such steps. But it is so clearly rewarding. Common space was worth it.

“As the recent 10-Year Review of the GFMD observed, it is time to take the next step, quite deliberately, to sharpen the focus—and formats—among states and essential stakeholders on specific issues where there can be common ground for action. Not just common space in a meeting: common ground for action.”

3. U-N we-need

At the ninth Coordination Meeting on International Migration that UNDESA organized in New York in early 2011, the Mexican Chair presented this conclusion, among others:

“The participation of UN agencies in the GFMD process should be strengthened through action-oriented activities on the ground. International organizations are important partners in the implementation of GFMD recommendations.

The GFMD should continue building on the results of the previous sessions and gradually incorporate innovative perspectives and new topics.

The involvement of UN and international organizations in this process will be key to ensure a balanced and coherent approach. The GMG has an important role to play in translating informal recommendations into concrete guidelines.”

“The participation of UN agencies in the GFMD process should be strengthened through action-oriented activities on the ground. International organizations are important partners in the implementation of GFMD recommendations.”

Some final personal reflections⁵⁰

Beyond Mexico’s GFMD 2010 Chairmanship. In October 2016, following the High-level Meeting for Refugees and Migrants at the UN General Assembly, Ambassador Juan José Gómez Camacho of the Mexican GFMD 2010 Chairmanship was appointed Co-Facilitator of the states-led process of multi-stakeholder global and thematic consultations and negotiations for the new Global Compact for Safe, Orderly and Regular Migration. Co-facilitating with Ambassador Jürg Lauber of Switzerland, the Ambassador steered the process to its culmination in the near unanimous adoption of the Global Compact by UN Member States at the General Assembly 19 December 2018.

Among the big GFMD outcomes across the years

- **SDG inclusion of migrants and migration.** “The GFMD was fundamental for the SDGs. The GFMD created a slow debate, and the atmosphere that was needed, without being aware even.”
- **The Global Compact for Safe, Orderly and Regular Migration.** “The GFMD should declare victory in the Global Compact process because it created the conditions—trust, process, etc.—that enabled it. We were where we were in the Global Compact process very much thanks to the GFMD’s work.

But it’s a new phase. It’s like you have success and you don’t know what to do. Your purpose in life was to achieve something—and now what?”

“The GFMD was fundamental for the SDGs... The GFMD should declare victory in the Global Compact process because it created the conditions—trust, process, etc.—that enabled it.”

⁵⁰ Except for the paragraph headings, what follows in the rest of this section are personal observations either paraphrased or, when indicated with quotation marks, taken verbatim, from an interview conducted for this publication with Ambassador Juan José Gómez Camacho, of the Mexican Chairmanship for the GFMD 2010.

Forum not against 'em

- “The GFMD should stop trying to compete with the GCM, instead adopt the Global Compact as its own agenda... and focus itself on slow, progressive implementation. Slowly changing behavior and attitudes towards migration.... by things just happening: states, NGOs, business, local authorities: slowly slowly adapting to the needs.”
- “If the GFMD keeps its own agenda separate from the UN, separate from the Global Compact, it will further erode the UN, erode the Compact.”
- “The Global Compact is the center of gravity, even if we don't say it. But thank God it's not a treaty... so how do we make it alive? By debating it: what to do? who is implementing what? How? Skip the nonsense.”

Developing... 'development'

- “Development is essential in the GFMD; in its genes. When the GFMD started, development was a massive fight, because for many rich and destination countries, development was totally in the old context of development: ‘it is your problem, poor, I will help you’. But the whole mindset of development has changed in the UN, the 2030 Agenda, the GCM. We have to keep it.”

The GFMD and the new UN crowd (i.e., the SDGs and Global Compacts, including their review processes, and the UN Network on Migration):

- “One has to never forget the genesis of the GFMD to understand if it has a future, or what kind of future it has. It was born out of the inability of the UN to get involved in migration.... But that has changed.”
- “Linking closer to the UN does not mean to the bureaucracy of the UN but increasing political space for migration in the UN.”

“Development is essential in the GFMD; in its genes. When the GFMD started, development was a massive fight, because for many rich and destination countries, development was totally in the old context of development: ‘it is your problem, poor, I will help you’.

But the whole mindset of development has changed in the UN, the 2030 Agenda, the GCM. We have to keep it.”

Space for civil society and other stakeholders

- “Civil society was not really in the UN either. In the GFMD, Common Space was an effort to bring in civil society. “
- “There are debates against civil society, but the GCM has embraced civil society.”
- “If the GFMD is to contribute, it has to open up. The idea that it is only states, that is out. Migration policies are not only about movement and reception. They are about integration, economic activity, cultural, societies, discrimination, racism, service health—that’s in the cities.”
- “Mayors are fundamental, but not in Common Space. It’s important to be careful not to reduce space for civil society.”

The power of GFMD dialogue

- “Discussion was the breakthrough. Make it *current*, make it brave, create this oxygen, this space where we can discuss these issues otherwise impossible to discuss....”
- “Like mixed migration... like the question of ‘do migrants have the obligation to abide fully by the laws and regulations of receiving countries?’ Even where the answer is clear, too many discussions start and stop in politics, emotion, ideologies...”

A final word, on waves. “We are in the middle of a bad wave, being led by very specific domestic movements and some very powerful groups. And yet, in the middle of the worst narrative against migrants we were able to get the GCM. What that tells us is that there is a more positive tide that may outlast the rest.”

Investing in Continuity, Coherence, Capacity and Cooperation

5TH GFMD, SWITZERLAND 2011⁵¹

- What follows is a testimonial⁵² by H.E. Mr. Eduard Gnesa, former Special Ambassador for International Cooperation in Migration, and GFMD 2011 Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to chair the fifth GFMD:

Another step forward, in a long line. In 2010 the Swiss Government accepted the task of chairing the 2011 GFMD. This decision was in line with a longstanding engagement by Switzerland to foster a more coherent and comprehensive global migration governance. Already in 2001 Switzerland had launched the “Berne Initiative” that led to the adoption of the “International Agenda for Migration Management”. We also strongly supported the Global Commission for International Migration (GCIM) and were actively involved in the first UN High-level Dialogue on Migration and Development in 2006. It seemed appropriate that after having supported the GFMD from its inception, Switzerland would step up and take on this responsibility of leading the most important global process on migration and development.

⁵¹ The official report of the 2011 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁵² Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.



“It seemed appropriate that after having supported the GFMD from its inception, Switzerland would step up and take on this responsibility of leading the most important global process on migration and development.

... It was perceived as a very coherent continuation of our engagement.”

Considering the longstanding engagement by Switzerland as outlined above, we didn't encounter any internal resistance. It was perceived as a very coherent continuation of our engagement.

The only challenge that we had was that the decision to take on the Chairmanship was taken quite late, as another country was initially foreseen. With a very committed team here in Berne as well as in Geneva (including the GFMD Support Unit), this was quickly overcome, and we managed to implement a very ambitious program for the Chairmanship – not only a successful Closing Debate (Summit) but also a total of 14 thematic and regional meetings all around the world.

II. Institutional priorities:

Getting closer to the action. I would see three institutional priorities for the Swiss Chairmanship of the GFMD in 2011.

- 1. Bringing the GFMD closer to the regions, and vice versa.** While quite time-consuming, this approach reached the expected result of not only making the GFMD discussions more action-oriented, but it also contributed to widening the spectrum of participants. During the regional meetings, we saw for example a more active participation by ministries, agencies and departments not usually present at GFMD Summits. This strongly contributed to a better whole-of-government approach, a key feature of our Chairmanship. The same applies to the participation by civil society, with more grass-root organizations participating.
- 2. Saying “yes” to civil society organizing itself.** A second priority was to revisit the interaction with civil society. Switzerland was the first Chair to mandate ICMC (the International Catholic Migration Commission) with the organization and coordination of the Civil Society Days, which has since become standard. Also important was the invitation to the “new” civil society organizers to join directly with the Chair on planning the Common Space during the Concluding Debate (Summit), which had been introduced at the prior year's GFMD to bring government and civil society participants together in GFMD interaction.

These changes were very carefully crafted to not shift the DNA of the GFMD as a state-led process. But a specific session at the Concluding Debate in Geneva dedicated to the relationship between the GFMD and non-governmental partners clearly concluded that, while being a state-led process, the GFMD benefits from the expertise and input of international organizations and civil

society. The issue was not whether, but how to best engage these partners, who have been an integral part of the Global Forum since its inception in 2007.

3. **Assessment Phase I.** A Special Session took up the GFMD Assessment process that was initiated in 2010 during the GFMD in Mexico, where it was agreed that the GFMD should be assessed through a state-led, transparent and comprehensive process. On that occasion, governments had also agreed to divide the process in two phases: Phase I, led by Switzerland, would examine the way the GFMD operates as a process, including its structures, the impact and relevance of its outcomes, and its relationship with other stakeholders; while Phase II would be dedicated to a strategic and political discussion on possible options for the future of the GFMD, based on the results of Phase I.

During the Special Session in Geneva, the report of Phase I was discussed and subsequently endorsed. This report was used as the basis for the strategic and political discussion in 2012 about the future of the Forum. The Assessment Team, led by GFMD 2012 Chair Mauritius, completed Phase II and the whole assessment process in 2012, in cooperation with the Steering Group and the Friends of the Forum.

“A specific session at the Concluding Debate in Geneva dedicated to the relationship between the GFMD and non-governmental partners clearly concluded that while being a state-led process the GFMD benefits from the expertise and input of international organizations and civil society.

The issue was not whether, but how to best engage these partners...”

III. Key themes of GFMD 2011

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.⁵³*

Ready, Forum, Action! By the years 2010/11, there had been four successful GFMDs, a first-ever UN High-level Dialogue on migration, important reports including by the Global Commission on International Migration as well as many other initiatives, dialogues and processes around the world. It seemed therefore appropriate to put a strong emphasis on “action”.

“Choosing the overarching theme ‘Taking Action on Migration and Development – Coherence, Capacity and Cooperation,’ Switzerland sought to make the 2011 GFMD a year dedicated to action...”

⁵³ See also the official report of the GFMD 2011, available at www.gfmd.org

“In this spirit the GFMD process moved to the field, to the regions and countries where governments and their partners sought to make policies and programs work ‘on the ground’”

Central theme. Choosing the overarching theme “*Taking Action on Migration and Development—Coherence, Capacity and Cooperation*”, Switzerland sought to make the 2011 GFMD a year dedicated to action, by pursuing three key objectives:

- to focus on action by drawing on the concrete experiences of migration practitioners “on the ground”;
- to do this in partnership with GFMD participating governments, while also involving regional and inter-regional processes and bodies, international organizations and civil society;
- to take the GFMD activities to the national policymakers, and bringing back their results to a trans-regional meeting at the end of the year, thus preserving the global character of the process.

A decentralized approach. The ambitious goal of organizing 14 thematic and regional meetings was intended to be a catalyst for more action-oriented, practical and interactive discussions amongst practitioners and experts from all stakeholders.

The 14 small, focused and action-oriented meetings were organized by the Swiss National Taskforce in partnership with other governments, the Global Migration Group (GMG) and other international organizations, as well as the civil society and the private sector. This approach of government ownership and willingness was instrumental in facilitating a more interactive and less formal GFMD.

In this spirit the GFMD process moved to the field, to the regions and countries where governments and their partners sought to make policies and programs work “on the ground”.

The summary reports of the 14 thematic meetings fed into the substantive agenda and work program of the GFMD Concluding Debate (Summit) in Geneva at the end of 2011.

“The Swiss Chairmanship did propose some new topics, notably the role of the private sector and a specific focus on care workers.”

First-time themes. The innovative aspect of the Chairmanship was primarily with regard to the institutional changes outlined above. However, the Swiss Chairmanship did propose some new topics, notably the role of the **private sector** and a specific focus on **care workers**. These topics were generally well received.

I would also highlight that one of the 14 workshops was dedicated to the involvement of the private sector, making it the first GFMD event dedicated to the interaction with this important stakeholder. Since then this has evolved into the creation of the GFMD Business Mechanism (2015.)

IV. Key outcomes of GFMD 2011⁵⁴

Taking on big and burning issues. Thematically the discussion we organized in the GFMD on “Addressing Irregular Migration through Coherent Migration and Development Strategies” may have paved the way to various initiatives looking more systematically at this specific nexus, which is now front and center in so many debates, notably in Europe.

Equally the discussion on “Global Care Workers at the Interface of Migration and Development” raised the attention both globally and in certain regions on this topic. It cannot be solely attributed to the GFMD, but since 2011 there were more and more programs, for example in certain Regional Consultative Processes, addressing comprehensively the protection needs of both care workers abroad and also families left behind.

Building critical mass. The impact and outcomes of the GFMD at the national or multilateral level are rarely linear, i.e. it is not necessarily because (or only because) of a three-hour debate on a specific topic that policy changes happen. However, the GFMD contributes – often significantly – to building up a critical mass to trigger change that is needed.

This being said, the changes with regard to the interaction with civil society in 2011 certainly contributed to heightened recognition of the civil society as a critical actor. The same holds true for the private sector.

Measurable effect on UN General Assembly milestones. Putting critical mass to big and burning issues, already in 2011 we started gearing up for the second UN High-level Dialogue

“...already in 2011 we started gearing up for the second UN High-level Dialogue (2013). Many of the topics and recommendations discussed during the Swiss GFMD Chairmanship were ultimately reflected in the HLD Declaration.”

⁵⁴ *ibid.* See also Table 2 of this publication.

(2013). Many of the topics and recommendations discussed during the Swiss GFMD Chairmanship were ultimately reflected in the HLD Declaration. Also, in 2013 the international community started the post-2015 process that led to the 2030 Agenda on Sustainable Development. The success both with regard to the HLD Declaration and the 2030 Agenda cannot be attributed to one single Chairmanship of the GFMD, but each Chair together with the growing GFMD community, carried forward this global process that was instrumental to these successes.

V. Thoughts and advice for future Chairs, in solidarity

As the GFMD faces an increasingly challenging political environment and many governments are reassessing their commitment to multilateralism, the future Chairs will be measured by whether GFMD produces tangible results that serve the states' immediate national interests.

For example:

- legitimate concerns about security for governments but also for migrants
- clear expectations for migrants to integrate into society and participate
- playing a bridging role between the migration and refugee communities
- getting more development actors to the table
- coordinating challenges when it comes to mixed movements of people
- opening legal pathways for migrants and at the same time combatting irregular migration
- strengthening the recognized principle that states are obliged to take back their own citizens, and
- strengthening the cooperation across sectors to foster a holistic understanding and whole-of-government approach to migration and development.

Last but not least, look at the recommendations of the *10-Year Review 2018* (more continuous formats for technical discussions, more systematic insourcing of research results into GFMD, new formats of engagements, reporting system, ownership, finances).

“As the GFMD faces an increasingly challenging political environment and many governments are reassessing their commitment to multilateralism, the future Chairs will be measured by whether GFMD produces tangible results that serve the states' immediate national interests.”

Some personal reflections

An “eye-opener”. The experience for me was twofold: before becoming Swiss Ambassador for International Migration I was Director General of the Swiss Federal Migration Office and responsible especially for Swiss migration politics. The Chairmanship of the GFMD opened my eyes much more to the international dimension of migration and development.

Highs and lows. Of course, the Chairmanship also offered many opportunities for very interesting contacts with other people from all over the world. Many of these contacts have lasted beyond 2011.

“The high point was certainly the success of our meetings and especially also the very fruitful cooperation with Peter Sutherland (Special Representative of the UN Secretary-General), Ambassador William Swing (Director General of IOM) and António Guterres (High Commissioner of UNHCR).

The low point: failing to create a solid basis for funding the GFMD despite our GFMD assessment process.”

The high point was certainly the success of our meetings and especially also the very fruitful cooperation with Peter Sutherland (Special Representative of the UN Secretary-General), Ambassador William Swing (Director General of IOM) and António Guterres (High Commissioner of UNHCR). The low point: failing to create a solid basis for funding the GFMD despite our GFMD assessment process.

Beyond chairing the GFMD. In my function as Special Ambassador I was always present and active in the GFMD until my retirement in 2017. Since then it was an honor and a pleasure to work under the German—Moroccan Co-Chairmanship as an expert. In the “*Thematic Recollection 2007-2017*” (prepared by the GFMD for the GCM, 22 November 2017) our expert team reflected the diversity of discussions held in the GFMD context over the last decade, and thereby those years of discussion also served to inform the GCM process.

In 2018 the GFMD Co-Chairs Germany and Morocco engaged an Expert Team, co-led by my colleague Ambassador Conejos Jr., Chair of the 2008 GFMD Philippines, and myself to conduct a review, “*Ten Years of GFMD: Lessons Learnt and Future Perspectives*”⁵⁵, which we shared with participating Member States at the 11th GFMD Summit in Marrakech in December 2018.

⁵⁵ *Op. cit.*

“The 10-Year Review summarizes the GFMD outcomes and contributions to the global dialogue on migration and development, and to national level policy development and implementation, with a view to assessing the continued value and relevance of the GFMD.

The Review identifies options and recommendations for making the GFMD fit for the purpose of supporting Member States in the implementation, review and follow-up of the GCM, as well as the migration-related SDGs.”

Fitting new purpose... As migration became firmly anchored in the UN, through the entry of IOM and the adoption of the GCM, the *10-Year Review* summarizes the GFMD outcomes and contributions to the global dialogue on migration and development, and to national level policy development and implementation, with a view to assessing the continued value and relevance of the GFMD. The Review identifies options and recommendations for making the GFMD fit for the purpose of supporting Member States in the implementation, review and follow-up of the GCM, as well as the migration-related SDGs.

...in a new crowd. The *10-Year Review* from 2018 shows clearly that the GFMD will have to navigate a more crowded migration and development space and negotiate its relationship with the architecture or the ecosystem that is emerging to support the GCM, the Review Fora, the UN Network on Migration and the Capacity Building Mechanism.

In my view the GFMD should seize the space created by the GCM to experiment with new ways of working and formats of engagement. I am convinced that states, civil society, the Business Mechanism and Mayors-Fora want GFMD also in the future. They value GFMD as a venue for networking, where they can forge partnerships and learn about policies and good practices. Sensitive topics as well as challenges they are facing can be discussed informally, and there are more of them than ever in our world today! The GFMD has developed a large body of substance, including policy recommendations and the largest repository of good practices from around the world, catalogued in the Platform for Partnerships.

Unfortunately, the GFMD still suffers from some structural weaknesses (ensuring efficient succession of Chairs, insufficient contribution to the Support Unit, financial support only from a few states, no long-term financial model).

If the GFMD wants to play an important role also in the future dedicated to Policy, Partnerships and Peer-Learning, it has to solve these problems.

Going deeper on development, developing countries and migration

6TH GFMD, MAURITIUS 2012⁵⁶

- What follows is a testimonial⁵⁷ by H.E. Ali Mansoor, former Financial Secretary of the Republic of Mauritius, and GFMD 2012 Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to chair the sixth GFMD

Natural and logical. The GFMD Chairmanship fit and continues to fit well with our nation's history and our planned future.

In the past we have been a country of emigration with a large diaspora. In 2006, major reforms were implemented to make the country globally competitive as a service center to support African development. Mauritius has an increasingly open economy that is well integrated into the world trading system, with increasing reliance on skilled, semi-skilled and unskilled labor. Interest in migration and development is, therefore, natural and chairing the GFMD as the first African Chair was logical.



"The GFMD Chair rested with the Ministry of Finance of Economic Development, making Mauritius one of the few countries where development was put at the center of the GFMD Chairmanship.

At the same time, success rested on strong intra-Governmental coordination and support."

⁵⁶ The official report of the 2012 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁵⁷ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.

Development at the center. The GFMD Chair rested with the Ministry of Finance and Economic Development, making Mauritius one of the few countries where development was put at the center of the GFMD Chairmanship.

At the same time, success rested on strong intra-Governmental coordination and support. In this regard, the Prime Minister’s Office provided political support whilst the Ministry of Foreign Affairs was instrumental, through our Ambassador in Geneva, in ensuring coordination with the GFMD membership and mobilizing support from key partners.

The Ministry of Labour was another important partner to link our actions to circular migration and improvement of conditions for foreign workers. We also benefitted from private/public partnership and civil society collaboration through the Empowerment Programme. Support from key development partners, particularly from France and Canada, was also very helpful.

II. Institutional priorities

The GFMD 2012 work was tied to preparing for the 2013 UN High-level Dialogue on International Migration and Development which followed our Chairmanship.

The priorities were a combination of:

- meeting the needs of the moment related to preparing for the UN dialogue
- completing and carrying forward the existing agenda and
- promoting more attention to the needs of developing countries, particularly in Africa.

III. Key themes of GFMD 2012

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.⁵⁸*

“The overarching theme for the Mauritius Chair of the 2012 GFMD was “Enhancing the Human Development of Migrants and their Contribution to the Development of Communities and States.”

⁵⁸ See also the official report of the GFMD 2012, available at www.gfmd.org

Much of our thematic focus was a continuation of efforts from previous Chairs. However, of particular note:

- **Migration for development.** In view of the 2006 reforms to make Mauritius a globally competitive service centre for Africa, our focus was on promoting circular migration, seeking ways to enhance the benefits of migration for the development process and improving conditions for migrant workers.
- **The future of the Forum.** We also had to develop a consensus amongst members on the future of the GFMD. This difficult task was led by our Ambassador in Geneva with great success in bridging major differences of opinion.
- **First-time themes.** We aimed at promoting burden-sharing in dealing with refugees, but a one-year time frame was too short to tackle such a complex issue.

IV. Key outcomes of GFMD 2012⁵⁹

- at **national level:** the circular migration programmes. We had success in moving forward practical actions on migrant worker rights where the United Arab Emirates was particularly helpful and where Canada and France developed successful programs with Mauritius.
- at the **global level:** the finding of consensus on the future of the GFMD, based on leadership by Mauritius of the review and discussion of the report of Phase 2 of the states-led Assessment of the Forum, following and completing the review of Phase 1 that Switzerland had driven under its Chairmanship the previous year.

V. Thoughts and advice for future Chairs, in solidarity

Mauritius was handicapped by not receiving early commitments to finance the planned activities.

It would be helpful if developing countries could have firm budget commitments at least 12 months before taking the Chair.

Also, since a year is a short time, it is important to have better coordination and agreement on priorities within the Troika.

“It would be helpful if developing countries could have firm budget commitments at least 12 months before taking the Chair.”

⁵⁹ *ibid.* See also Table 2 of this publication.

Some final personal reflections

Highs and lows. The high points were the good partnerships that emerged at both the national and international level resulting in the circular migration agreements with France and Canada. Similarly, our Ambassador in Geneva deserves credit for finding a way to reconcile very different positions on the future of the GFMD.

The low point was the failure to make progress on burden-sharing in addressing the refugee problem in Africa.

Global Forum and global impact. The GFMD initially played a positive role in the development of the 2030 agenda. However, recent developments in international affairs have resulted in a loss of momentum.

Integrating migration and development. The challenge for the GFMD is to convincingly integrate migration and development in a way that citizens will see them each as positive responses to the real needs of very different societies.

Reconciling the contradiction that many countries want more imported labor but not more foreigners is the central challenge of our times.

“The challenge for the GFMD is to convincingly integrate migration and development in a way that citizens will see them each as positive responses to the real needs of very different societies.”

CATALYZING THE GLOBAL AGENDA: GFMDs 2013-14, 2014-15 AND 2016



Securing the GFMD and its contribution in landmark UN processes

7TH GFMD, SWEDEN 2013-2014⁶⁰

- What follows is a perspective based on research from official GFMD records complemented by an interview with Ambassador Eva Åkerman Börje, Senior Policy Advisor, Office of the Director General of IOM, and Head of the Secretariat for the Swedish Chairmanship of the GFMD 2013 - 2014.
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to chair the seventh GFMD

A country of historical emigration and cultural welcome, in recent years Sweden had opened its doors and cities in particular to a significant number of refugees and asylum seekers fleeing persecution and conflict in the Middle East. An increasing portion were children, many of them not accompanied by parents or other family members on their journey. National policies and programmes worked in partnership with city and local actors and programmes to ensure not only decent housing and welcome, but successful integration, including steady language training and cultural orientation.

On the global stage, Sweden had long been active in multilateral efforts to share experience and advance cooperation in governance of international migration. Engaged regularly in the governance bodies and activities of both UNHCR and IOM, it was also Sweden together with Switzerland who led the initiative, ultimately joined by some 32 governments, to form the Global Commission for International Migration (GCIM)⁶¹ in 2003. The GCIM provided the analytical groundwork and more than a few of the recommendations for the first High-level Dialogue on International Development at the UN General Assembly in 2006—out of which sprang the GFMD.

⁶⁰ The official report of the 2013-2014 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁶¹ *Op.cit.*

“Two major streams had begun to flow simultaneously, with major milestones at the end of them.

First, preparations—and ambitions—were picking up speed for the second High-level Dialogue on International Migration and Development (HLD) that would take place at the UN General Assembly on 2 and 3 October 2013.

Second, the massive invitation and consolidation of input was already underway towards elaboration of a new global development agenda.”

Commitment recognized at highest levels. So it was little surprise that the Opening Ceremony of the GFMD Summit that Sweden chaired 14-16 May 2014 was greeted personally in a speech by the country’s Prime Minister Fredrik Reinfeldt, with speeches from Crown Princess Victoria of the Royal Family and UN Secretary-General Ban Ki-moon, and welcoming remarks from the Swedish Ministers for Migration and for International Development Cooperation.

Navigating two big streams. Sweden stepped into the GFMD Chairmanship as attention to migration issues at global level reached a new, arguably unprecedented level, signaling a new phase of engagement for the GFMD. Over the course of the prior year, two major streams had begun to flow simultaneously, with major milestones at the end of them. First, preparations—and ambitions—were picking up speed for the second High-level Dialogue on International Migration and Development (HLD) that would take place at the UN General Assembly on 2 and 3 October 2013. Second, a massive invitation and consolidation of input was already underway towards elaboration of a new global development agenda—the Sustainable Development Goals (SDGs), to replace the Millennium Development Goals when they completed their 15-year term in 2015.

Preceding GFMDs and their Chairs had already turned important focus to each, but it was up to Sweden as Chair in 2013 - 2014 to drive the GFMD engine to generate concrete migration and development outcomes in both.

A tune-up for the GFMD engine. At the same time, Sweden also took over as Chair just as states, led by immediate prior GFMD Chairs Switzerland and Mauritius, had completed their two-year assessment of the Global Forum. Discussions of that assessment at the GFMDs in 2011 and 2012 provided Sweden a wide consensus on the GFMD’s value but also strong convergence on areas in which it could be made of still more value.

II. Institutional priorities

The Swedish Chair assembled a small team of experts under the strong and widely acclaimed leadership of Ambassador Eva Åkerman Börje.

Unlike in prior years, where the GFMD Chairs' organizing teams regularly included some two-to-four international experts, most of them seconded by international organizations like IOM or by governments, Sweden was able to put together an almost all-Swede task team for its organizing work as 2013 - 2014 GFMD Chair.

Broad “Swedish-style” collaboration. At all levels, the Chair put a premium on working collaboratively with partners, among others:

- with **fellow states** within all structures of the GFMD, including special effort to pivot the Friends of the Forum to more concrete focus on important themes;
- with the **UN system and international organizations**, in particular with the SRSG and his team, with IOM and other agencies, and with the Global Migration Group;
- **in civil society**, the Chair worked closely with ICMC and the International Steering Committee of civil society for the GFMD, facilitating opportunities for funding appeals to states, insisting on civil society and other stakeholder participation in GFMD events, and encouraging civil society presentation of its own substantive priorities;
- **with youth and with the private sector**, the Chair conducted distinct and enthusiastic outreach, leading to active participation by both groups in GFMD sessions, including the first session ever specifically dedicated within the GFMD Summit programme to business participants there.

Within Sweden, the Chair established and collaborated closely with a working-level Advisory Group open to and comprised of all relevant ministries and public authorities, which led to, for example, the organization of a national seminar the month before the GFMD that directly involved four Ministers (for Migration and Asylum Policy, International Development Cooperation, Employment, and Integration) together with other members of the Swedish government, Parliament, public authorities, civil society, the private sector and the media. The Chair organized a further three meetings in three different cities for government and a range of Swedish stakeholders to exchange on three different themes related to and ahead of the GFMD Summit programme.

And then: time for 3-D glasses. Charged and inspired by the two streams (the upcoming High-level Dialogue and the post-2015 UN development goals), and mindful

of the quite-fresh assessment results, Sweden called for a Global Forum programme that would be fully “3-D”: a more development-focused, dynamic and durable Forum.

More specifically, seizing the challenge—and opportunity—of the full 18-months during which Sweden would serve as Chair (the first GFMD Chair to serve more than one year), Sweden designed thematic workshops, governance tools and structures (notably the Friends of the Forum), partnerships with non-state actors and finally the full Summit in May 2014 around the 3-D objectives:

- **Development:** to boost the development focus in the GFMD, with greater attention to the intersection of development and migration, and participation of development actors; practitioners.
- **Dynamic:** to strengthen states leadership and dialogue with civil society and other stakeholders in GFMD processes
- **Durable:** to secure the GFMD financially, with more stable and predictable funding, and as a widening source of expertise and knowledge

Institutional change to the GFMD, appearing for the “first time” under the Swedish Chair:

- For the first time, the Chair stepped up to serve for a period longer than a single year
- For the first time in the States agenda of the GFMD, there was a successful effort to engage the private sector directly in a dedicated session within the GFMD Summit itself
- Taking forward the objective to strengthen dialogue between civil society and states, civil society organized, for the first time and with the support of the Chair, some 10 issue-specific “tea tables” for informal 90-minute conversation between representatives of five leading states and five leaders of civil society, on possibilities for change and/or cooperation. Participants evaluated this model so positively that it was continued, with varying issues and participants, at GFMDs through 2017.

“For the first time, civil society organized, with the support of the Chair, some 10 issue-specific “tea tables” for informal 90-minute conversation between representatives of five leading states and five leaders of civil society, on possibilities for change and/or cooperation.”

III. Key themes of GFMD 2013–2014

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.*⁶²

First-time themes

- **A big focus on “inclusive” development in a big development year...** In a thematic emphasis that was a “first-time” for GFMD Summits, Sweden introduced and structured dialogue in several roundtable sessions around the term “inclusive development.” For example, full, separate sessions were structured to exchange perspectives, policies and practices on inclusive *economic* development, and on inclusive *social* development.
- **“Social remittances”**—and not just financial remittances—were a featured focus of a GFMD Summit roundtable session for the first time, which looked at their effect on health and education.
- **Family** appeared in the theme of a GFMD Summit roundtable session for the first time since the 2010 GFMD in Mexico, this time within the term “household”, and with a specific focus on improving protection of rights and social development outcomes.
- **Safe migration.** Though not one of the roundtable themes, a cross-current ran through multiple sessions of the Summit as well as the Civil Society Days, calling for urgent, joint response to migrants in distress in transit, whatever their status. For example:
 - in a strong recommendation of a special session of the government Summit programme, which was entitled *“Enhancing the Cooperation between the GFMD and the United Nations System (SRSG, GFMD, GMG).”*⁶³
 - IOM Director General William Swing observed “risks to migrants are risks to development”, during the standing-room only session of Common Space that looked at what the new post-2015 global development agenda should say, and how, concerning migrants, migration and development. This added strong impetus to collaboration on the MICIC (Migrants in Countries of Crisis) initiative.

“The overarching theme of the Swedish Chair for the 2013–2014 GFMD was “Unlocking the Potential of Migration for Inclusive Development”.

⁶² See also the official report of the GFMD 2013–2014, available at www.gfmd.org

⁶³ Two other recommendations of focus were also made for such SRSG–GFMD–GMG collaboration: implementation of development goals, and labour mobility and decent work.

Snapshot of the GFMD 2013-2014 agenda.⁶⁴

Overarching theme. The overarching theme of the Swedish Chair for the 2013-2014 GFMD was “*Unlocking the Potential of Migration for Inclusive Development*”.

The overarching theme was taken up in three roundtables:

1. **Integrating migration in global, regional and national development agendas.** One of this roundtable’s interactive sessions focused on framing migration for the MDGs and the post-2015 UN development agenda. The MDG focus provided a common starting point by inviting consideration—and consensus—on how migrants and migration were already contributing to achievement of global development goals. Proving the importance not only of the moment but the centrality of development to the GFMD process, this session was the second most-crowded of the entire Summit, surpassed only by one in Common Space... *on the same subject*.

“One of this roundtable’s interactive sessions focused on framing migration for the MDGs and the post-2015 UN development agenda.

...Proving the importance not only of the moment but the centrality of development to the GFMD process, this session was the second most-crowded of the entire Summit, surpassed only by one in Common Space... *on the same subject*.”

A second session picked up mainstreaming migration in development planning, a theme of prior GFMDs (Greece first, in 2009), but now aiming for an operational exchange.

2. **Migration as an enabler for inclusive economic development**, with sessions focusing on labour markets, labour migration, and job matching, and the development role of diaspora.
3. **Migration as an enabler for inclusive social development**, with sessions on protection of migrant rights and social development outcomes, and the effects of social and financial remittances on health and education.

⁶⁴ See also the official report of the GFMD 2013-2014, *op.cit*.

IV. Key outcomes of GFMD 2013–2014⁶⁵

GFMD outcomes to high places. As recommended in the assessments of the GFMD led by Switzerland and Mauritius during the prior two GFMD Chairmanships, the Swedish Chair facilitated the organization and then publication in April, 2013 of a *Thematic Recollection 2007 – 2012*⁶⁶, presenting results of the GFMD since its inception as a reference and basis for the discussions and Declaration of the second High-level Dialogue on International Migration and Development, being held at the UN General Assembly later that year. Working closely with the prior Chairs and the government of Turkey (already committed to take up the Chairmanship after Sweden), the Chair invited input from the GFMD Steering Group and Friends of the Forum.

Unanimous declaration. UN Member States held the HLD 3 – 4 October 2013, where adopting its **Declaration** unanimously was a milestone unprecedented for international migration. UN Secretary-General Ban Ki-moon directly credited the GFMD—and in particular its ability to build both focus and trust among Member States over the years—for much of the success of the HLD and its Declaration.

First save lives. In 2014, with singular leadership from Peter Sutherland and his senior advisor François Fouinat, the GFMD programme propelled the creation of the states-led but multi-stakeholder **MICIC Initiative (Migrants in Countries in Crisis)**.

Co-chaired by the US and Philippines and with support from the EU, IOM and ICMPD, MICIC organized a two-year process of global and regional consultations and development of guidelines for local, national and cross-border cooperation, with a progress report and discussion at the GFMD 2014–2015 in Turkey and the guidelines completed and presented at the High-level Meeting on Refugees and Migrants at the UN General Assembly in September 2016. Both IOM and ICMPD took forward implementation with related projects and training.

An enveloping development convergence. The Swedish Chair's long and strong focus on development in international migration generated clear convergence and increasing depth, among states, civil society, international organizations and other actors, on including migrants and migration in global, regional and national development agendas.

⁶⁵ *ibid.* See also Table 2 of this publication.

⁶⁶ In November 2017, this first GFMD Thematic Recollection was expanded to cover the first ten years of the GFMD, in *Thematic Recollection 2007 – 2017, Prepared by the Global Forum on Migration and Development (GFMD) for the Global Compact for Safe, Orderly and Regular Migration.* Both documents are available on www.gfmd.org.

An upgraded, strengthened GFMD. Within the GFMD:

- **Development first.** The 2013 - 2014 GFMD helped to re-balance the GFMD dialogue from a migration-only approach to one which considers **development outcomes as a starting point**, among other things to ensure clear and *results-oriented* inclusion of migrants and migration in the post-2015 global development agenda. This would be instrumental in the further effort to define measurable **targets and indicators** in the new development agenda(s).
- **“Doing” “durable”:** Taking forward some of the key recommendations in the two-year assessment by states in 2011 and 2012, and the Swedish Chair’s commitment to produce a more “durable” GFMD during its Chairmanship, states discussed and endorsed a set of the Chair’s proposals at the states-only “Future of the Forum” session of the GFMD, in particular: the use of a **multi-annual work plan** for future GFMDs, a reinforced **GFMD Support Unit**, a **long-term financing framework** (with a review in 2017), and strengthening engagement with the **private sector**—including “the opportunity to create space for a flexible government-business dialogue at a global level.”

“At the states-only ‘Future of the Forum’ session of the GFMD, states discussed and endorsed the use of a multi-annual work plan for future GFMDs, a reinforced GFMD Support Unit and a long-term financing framework (with a review in 2017), and strengthening engagement with the private sector—including “the opportunity to create space for a flexible government-business dialogue at a global level.”

Civil society unity on a multi-year plan and development agenda. Taking up emphatic recommendations from two back-to-back global civil society gatherings of 2012 at the GFMD Civil Society Days in Mauritius and the Peoples Global Action on Migration, Development and Human Rights in the Philippines, in early 2013 civil society leaders in the GFMD developed a concise but ambitious **“5-year 8-Point Plan⁶⁷ of Action for Collaboration with Governments.”** Signed by hundreds of civil society organizations and networks worldwide, the Plan centered civil society advocacy ahead of and at the HLD, then becoming the backbone of Civil Society Days programmes and other migration and development activities through 2018.

⁶⁷ http://madenetwork.org/sites/default/files/PDF/2013_5year_8point_Plan%20of%20Action.pdf

At the GFMD, participants in the 2014 Civil Society Days also reviewed and reached strong convergence on a common “**Stockholm Agenda for Inclusion of Migrants and Migration in the Post-2015 Sustainable Development Goals**”⁶⁸ at global and national levels. The Stockholm Agenda gathered the signatures of hundreds of civil society organizations and networks worldwide, and became a central tool of civil society advocacy and reference through the UN Member States adoption of the 2030 Agenda in September 2015.

⁶⁸ In the lead-up to the 2014 GFMD, civil society leaders in the GFMD organized a 6-month process of consultations with leading actors and thinkers across regions and civil society sectors to elaborate key and wide convergence on a civil society “Stockholm Agenda for Inclusion of Migrants and Migration in the Post 2015 Sustainable Development Goals”, for common advocacy and action at global and national levels. The *Stockholm Agenda* is available on-line at http://madenetwork.org/sites/default/files/PDF/Civil-Society-Stockholm-Agenda-and-signatories_EN_final_0.pdf

*Taking up urgency, opportunity and development
across the range of Human Mobility*

8TH GFMD, TURKEY 2014- 2015⁶⁹

- What follows is a testimonial⁷⁰ by H.E. Mr. Mehmet Samsar, Ambassador of Turkey to Russia; GFMD 2014 -2015 Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.



“The 2015 Global Forum came at a time when the world’s attention had been focused on migration more intensely at any time in a generation. There was a real sense of crisis.”

I. The decision to chair the eighth GFMD

A country of origin, arrival, stay and destination. Turkey has a long history and experience as a crossroads for migration. Over centuries, Turkey has been a “safe haven” to many people seeking refuge. The attitude of Turkish society to migrants, refugees and asylum seekers has always been one of tolerance, sympathy and solidarity. The sheer number of foreigners that sought refuge in Turkey over the years and especially in the present is a clear evidence of this.

Recently, Turkey with its strengthening economy has also become a destination country for migrants of all types.

A time of global crisis... The 2015 Global Forum came at a time when the world’s attention had been focused on migration more intensely than at any time in a generation. There was a real sense of crisis.

⁶⁹ The official report of the 2014–2015 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁷⁰ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.

On the eve of the 8th GFMD Summit, for example, Turkey had spent a staggering amount of more than USD 8 billion to support the needs of over 2 million refugees and migrants in camps and in different Turkish cities since 2011.

This prompted a universal call during the 8th GFMD Summit for burden and responsibility sharing. Two months after the Summit, the EU and the Turkish Government reached an agreement to work more closely together in addressing the continuing influx of migrants into Turkish and EU territories.

And enduring opportunity. At the same time, Turkey has considerable experience as an origin country, with millions of its citizens living in Western Europe for example, and contributing to the development of both Turkey and their countries of residence.

Inspired by this rich experience, it was Turkey's firm belief that migration can be a significant driver for development.

A whole government steps up. Under the leadership of the Ministry of Foreign Affairs, Turkey assumed the GFMD Chairmanship for a period of 18 months, from July 2014 until the end of December 2015.

All the Turkish institutions were very eager at Turkey's Chairmanship and we worked in full coordination during the Chairmanship. Indeed, this is a solid example of whole-of-government approach.

The first national meeting by the Turkish Chairmanship was organized in February 2014, hosted by the Ministry of Foreign Affairs. The focus of the discussion was both on how migration contributes to development in Turkey and how it contributes to development globally. At the meeting, it was decided to establish a Turkish Task Force, including representatives from all relevant public authorities to achieve the priorities of the Turkish Chairmanship. The Turkish Task Force that I led worked closely with an advisory working group in Turkey, in which all relevant ministries and public authorities participated.

As a result of the work of this group and in preparation for the GFMD Summit Meeting, a national informative meeting was organized in October 2014. The meeting was hosted by the Ministry of Foreign Affairs and representatives from relevant public authorities such as the Presidency of Turks Abroad and Related Communities, Turkish Cooperation and Coordination Agency, Disaster and Emergency Management Authority, Ministry of Interior, Directorate General of Migration Management, Ministry of Economy, Ministry of Development and Ministry Labor and Social Security attended the meeting.

At the Summit meeting in Istanbul, the Turkish Chairmanship mobilized broad participation from relevant ministries and government agencies and Turkey was represented by different stakeholders in the different breakout sessions and roundtables.

The range of stakeholders step up too. We organized a number of consultation meetings with different stakeholders, relevant government agencies, academics and civil society to raise awareness on migration and development. Their opinion was considered during the drafting of the concept note and during the preparations of the Istanbul Summit.

“The engagement of the private sector in the GFMD was a high importance for the Turkish Chairmanship, as it was believed that international migration can only be managed effectively with the cooperation of all stakeholders, including international organizations, civil society, the private sector and migrants themselves.”

As part of the efforts to engage civil society nationally on migration and development, the Turkish GFMD Chair organized a meeting which gathered academicians, trade unions and civil society institutions on migration. During the meeting, the participants and GFMD Task Force representatives had an exchange of views regarding the themes of Civil Society Days.

Furthermore, the engagement of the private sector in the GFMD was a high importance for the Turkish Chairmanship, as it was believed that international migration can only be managed effectively with the cooperation of all stakeholders, including international organizations, civil society, the private sector and migrants themselves.

Therefore, a Business Meeting in the margins of GFMD was organized during the Turkish Chairmanship.

II. Institutional priorities

Bringing and keeping the private sector. During its Chairmanship, Turkey gave the highest importance to the preparatory process as a crucial part of the GFMD process. Engaging the private sector was one of the top priorities for the Turkish Chairmanship. During the preparatory process, a specific Business Meeting was organized, from which a proposal emerged, introduced by Switzerland, to establish a regular public-private sector interaction mechanism in the framework of the GFMD in order to ensure continuous dialogue between the GFMD and the private sector on sound, contemporary and mutually interesting migration policies.

The proposal was discussed during a GFMD business luncheon meeting on the margins of the 8th Summit Meeting. The proposal was adopted during the Istanbul Summit Meeting, for implementation as a pilot project under the GFMD 2016 Chairmanship.

Revvng the GFMD engine. Throughout GFMD 2014–2015, the structural mechanisms of the Global Forum were strengthened. More regular and strategic meetings between the leadership of the GMG and the GFMD, and the SRSG were held, and the results were echoed to the Steering Group and the Friends of the Forum, thus keeping all concerned stakeholders informed. This deeper collaboration also helped to promote a common understanding on migration and development issues between the UN Geneva and UN New York communities.

The voluntary and cooperative process of developing roundtables was continued, resulting in the (then) largest number of governments—52 in total—that enlisted as members of one or more GFMD roundtable teams. The Platform for Partnerships Policy and Practice Database was enriched with over 200 contributions from governments and international organizations.

Connecting two-way with key international actors and processes. Turkey attached great importance to the strengthening of the GFMD process and its relationship with the UN system.

Building on the outcomes of the 7th GFMD Summit Meeting in Sweden in May 2014 and the momentum generated within the GFMD since the 2013 UN General Assembly High-level Dialogue on International Migration and Development, the Turkish Chair advocated strongly for the inclusion of migration in the final negotiations of the post-2015 development agenda. On 5 February 2015, the Turkish Chair organized a thematic meeting in Geneva that was dedicated to the post-2015 development process. On 16 April, a GFMD-GMG-SRSG side event entitled, *“From Cairo to Addis: Migration, Labor Mobility and the Renewed Global Partnership for Sustainable Development”* was organized in New York in the margins of the 48th session of the Commission on Population and Development and the 2nd drafting session of the Outcome Document for the Third International Conference on Financing for Development. On 1 July 2015, another GFMD side event in the margins of the High-level Political Forum was held in New York with the theme, *“Migration and Human Mobility in the Context of the Post-2015 Development Agenda: Perspectives from the Global Forum on Migration and Development”*. In addition, the Turkish Chair engaged the support of the G-20 Presidency through a joint event held in Izmir on 3 June 2015, which discussed how to leverage migration, remittances and diaspora for sustainable development.

In addition to specific work towards the post-2015 UN Development Agenda, the Turkish Chair sought to enhance the

“In addition to specific work towards the post-2015 UN Development Agenda, the Turkish Chair sought to enhance the linkages of the Global Forum with the UN and its agencies, in particular IOM, ILO, UNDESA, UNHCR, UN Women, and the World Bank and its KNOMAD programme.”

linkages of the Global Forum with the UN and its agencies, in particular IOM, ILO, UNDESA, UNHCR, UN Women, and the World Bank and its KNOMAD programme.

The UN SRSG Peter Sutherland and the Global Migration Group (GMG), collectively and through its individual agencies, lent active support to the Turkish GFMD Chair in the preparation of the substantive agenda and in the organization of roundtables and thematic meetings of GFMD 2014-2015. Many benefitted from the support of UN and intergovernmental experts in developing background papers and concept notes for deliberation and discussion.

III. Key themes of GFMD 2014-2015

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.⁷¹*

A big focus on development in a big development year. Turkey served as Chair at a time when issues of migration were high on the international agenda, and the GFMD was the best opportunity to discuss the issues of migration with all dimensions, including development.

In particular, the inclusion of migration in the 2030 Agenda for Sustainable Development was a key priority of the Turkish Chairmanship, which could be realized with collective international efforts. The inter-governmental process on the post-2015 development agenda, as well as the Financing for Development process, provided a backdrop to the Turkish GFMD Chairmanship. In addition, the GFMD Chairmanship coincided with the Turkish Presidency of the G-20 and the World Humanitarian Summit process.

Held in Istanbul on 14 – 16 October, the 8th GFMD Summit had utmost importance in this respect, being the very first high-level international meeting following the adoption of the 2030 Agenda for Sustainable Development. It thereby provided a great opportunity to discuss migration and its linkage to development as well as the implementation of the Sustainable Development Goals.

“The overarching theme of the Turkish Chairmanship for the 2014 - 2015 GFMD was “Strengthening Partnerships: Human Mobility for Sustainable Development”.

⁷¹ See also the official report of the GFMD 2014-2015, available at www.gfmd.org

Snapshot of the GFMD 2014-2015 agenda⁷².

The overarching theme of the Turkish Chairmanship was *“Strengthening Partnerships: Human Mobility for Sustainable Development.”*

The objectives of the Turkish Chairmanship can be summarized in three points:

1. Enhancing migrant-focused migration. Considering the GFMD as a platform that enables states to discuss and follow a cooperative approach in the management of migration, the Turkish Chair aimed to enhance the focus of migration management on the rights, dignity and well-being of the migrant, incorporating a variety of perspectives, including the views of civil society and migrants themselves.

2. Recognizing the development impact of migration in public policies. Under the Turkish Chairmanship, the GFMD contributed to ensuring that migration was a central issue in the discussions of development policies at all levels, from local to global, up to and including the adoption of the post-2015 UN Development Agenda.

3. Engaging relevant stakeholders. In strengthening the linkages between migration and development while preserving the state-led character of the GFMD, Turkey gathered all relevant actors in an inclusive, transparent and transformative dialogue, maintained the focus on development and encouraged more input from development actors.

First-time themes.

“Forcing” forced migration. The Turkish GFMD Chairmanship placed forced migration on the agenda of the Global Forum, demonstrating the Forum’s ability to engage with current issues. The GFMD has remained an important platform for international dialogue on this issue since.

The Turkish Chair’s decision to have a dedicated roundtable on the issue of forced migration, despite the initial reluctance and reservations by certain Member States, received widespread support. At the Summit meeting, participants encouraged the GFMD to continue focusing on the issue, especially in view of the continuing migration challenges in the Mediterranean.

Addressing the root causes of migration and bridging the gap between humanitarian and development cooperation were also identified as urgent issues that need the attention of the Global Forum.

⁷² *ibid.*

We believed that this objective supported the goal of the Turkish Chairmanship to enhance the focus of migration management on the rights, dignity and well-being of the migrants and to foster pragmatic partnerships between countries of origin, destination and transit, as well as non-governmental partners.

We felt the need for greater sharing of responsibility for protecting and caring for refugees, but we also recognized that there are millions of **people who are compelled to cross international borders to escape the effects of man-made or natural disasters.**

At the Summit, a heightened sense of collective global responsibility was evoked especially with regard to the plight of forced migrants. The high-level officials who addressed the meeting at the Opening Ceremony sounded a common call for the international community not to turn a blind eye to the humanitarian crises taking place across regions, to tackle the root causes of the mass influx of migrants and refugees, and to provide urgent humanitarian assistance, regardless of migrants' status. This message was repeated by many participants during the roundtable sessions and side events.

It was stressed that many of the conflicts have become protracted and solutions are not foreseen in the near future. Host societies and donor governments were urged to offer development and humanitarian aid to all affected migrants and communities, and to ensure that migrants' basic human rights are protected. This is a call that has to be addressed beyond the Turkish GFMD Chairmanship.

Business and migration. A research project on *"Return on Investment"* in migration, was initiated, implemented and presented in a GFMD thematic meeting by The Hague Process, as a follow up of the GFMD 2013-2014 efforts to strengthen the GFMD's linkage with business. The study examined specific effects of migration on different areas of business activity, including perceived benefits and costs for businesses related to migration (e.g., recruitment and retention, government engagement, product and service innovation, market expansion, corporate social responsibility and job creation.) The initiative and the results also directly complemented—and reinforced interest in—the proposal to establish a dedicated new Business Mechanism within the framework of the GFMD.

"We felt the need for greater sharing of responsibility for protecting and caring for refugees, but we also recognized that there are millions of people who are compelled to cross international borders to escape the effects of man-made or natural disasters."

IV. Key outcomes of GFMD 2014 – 2015⁷³

At global level:

- **Migration development goals.** The GFMD, from the very beginning and through the period of the Turkish Chairmanship in 2014 – 2015, can take not full, but quite a bit of credit for the successful inclusion of migrants and migration in the 2030 Agenda for Sustainable Development that was unanimously adopted by UN Member States in September 2015. The GFMD played an indispensable role over the past few years, by sharing evidence and experience on the contribution of migration to development and by mobilizing the advocacy efforts of multiple actors.
- **G-20 for cheaper remittances.** The Turkish Chair engaged the support of the G-20 Presidency through a joint event held in Izmir on 3 June 2015, which discussed how to leverage migration, remittances and diaspora for sustainable development. At this joint event, the G20 under the Turkish Presidency agreed to set the target for bringing down remittance costs to 5%.

“The Turkish Chair’s decision to introduce the issue of forced migration slowly received widespread support. By the time of the Summit meeting, participants encouraged the GFMD to continue focusing on the issue.”

Within the GFMD:

- **forced migration, and business both brought in.** The Turkish Chair’s decision to introduce the issue of forced migration slowly received widespread support. By the time of the Summit meeting, participants encouraged the GFMD to continue focusing on the issue.

Business was welcomed as an essential participant, with its own new organizing mechanism destined for the following GFMD.

At inter-regional level: Ad hoc meeting on ad hoc migration⁷⁴. An ad hoc meeting was organized in Brussels in July 2015 in response to the increasing global focus on the Mediterranean crossings. During our Chairmanship, we tried to encourage a broader focus on the Mediterranean challenge beyond the humanitarian and law

⁷³ *ibid.* See also Table 2 of this publication.

⁷⁴ In fact, the dictionary definition of “ad hoc” is: created or done for a particular purpose, when necessary.

enforcement and border protection frameworks by taking into account the potential development benefits of facilitating migrants' entry in a safe, legal, and orderly way.

At national level: improvement of migration-related development planning and management. The GFMD process also inspired government institutions in their efforts to develop schemes towards better management of migration and its relationship with development. The *10th Development Plan (2014 - 2018)* of Turkey included a target on developing an effective migration management system. Reference was made to the Turkish GFMD Chairmanship in the 2015 and 2016 Annual Programmes under the Population Dynamics heading. The annual programs aim to conduct sector evaluations.

Active participation in the GFMD increased Turkey's ability to achieve a monitored migration management goal. It is expected that the outcome of the GFMD debate shall be reflected in the future development plans.

V. Thoughts and advice for future Chairs, in solidarity

“The Global Forum can play a crucial role in the implementation, review and follow up of migration-specific and migration relevant goals and targets, and in promoting a sharing of good practices at the national, bilateral, regional and global levels.”

Sustain “the goals”! As the first global event taking place after the adoption of the 2030 Agenda for Sustainable Development, the 8th GFMD Summit also served as an occasion to celebrate the big progress that has been achieved by the international community in securing the recognition of migration in the 2030 Agenda and the Addis Ababa Action Agenda. Governments, civil society, and international organizations all recognized that unlike the Millennium Development Goals, the new Sustainable Development Goals clearly speak to migrants' issues and concerns.

Going forward, migration has to be embedded in national, regional and global development plans, in order to achieve a sustainable development agenda that leaves no one behind. The Global Forum can play a crucial role in the implementation, review and follow up of migration-specific and migration relevant goals and targets, and in promoting a sharing of good practices at the national, bilateral, regional and global levels.

Sustain multi-stakeholder value. One of the themes that came up many times in the GFMD discussions was the need for different actors to work together—very much in keeping with our GFMD theme of partnerships. Governments are not the only decision-makers in migration. Employers, recruiters, diaspora groups, and most importantly migrants themselves are among the many actors who shape the reality of migration pattern and outcomes.

The GFMD is one of the few places where they come together to share concerns and work on practical proposals. It is one of the most valuable qualities of the GFMD, and we must build on it together.

Dialogue and partnerships are key to success and the best way for achieving good migration governance.

Sustain the new Business Mechanism too. Turkey followed the example of previous GFMD Chairs and worked to include the private sector more fully into the GFMD, both among the participants and as a subject for discussion in the roundtables. The role of employers and of entrepreneurs—especially those from migrant communities and the diaspora—is an important aspect of the connection between migration and development.

Issues for key GFMD attention and action. the GFMD 2014-2015 pushed forward key issues that governments and all concerned stakeholders can continue to help translate into action, such as protecting and assisting migrants in countries in crisis and migrants in transit, lowering the human and the financial costs of migration, and mobilizing the diaspora and migrant entrepreneurs in helping realize the 2030 Agenda for Sustainable Development. These issues will hopefully remain in the agenda of future GFMD Chairs.

... “protecting and assisting migrants in countries in crisis and migrants in transit, lowering the human and the financial costs of migration, and mobilizing the diaspora and migrant entrepreneurs in helping realize the 2030 Agenda for Sustainable Development. These issues will hopefully remain in the agenda of future GFMD Chairs.”

Some final personal reflections

..."we witnessed mass migration and refugee flows and severe humanitarian tragedies, which placed migration as a global challenge on top of the international agenda.

However, it was also the period when we were able to successfully include the linkages of migration to development on the 2030 Sustainable Development Agenda."

Lows and highs. The 18-month-long Turkish Chairmanship came at a time when we witnessed mass migration and refugee flows and severe humanitarian tragedies, which placed migration as a global challenge on top of the international agenda. However, it was also the period when we were able to successfully include the linkages of migration to development on the 2030 Sustainable Development Agenda. The complex nature of migration and the current circumstances have once more underscored the importance and relevance of this global platform.

We consider the GFMD as a platform that enables countries to follow a cooperative approach in migration management. We attach importance to the strengthening of the GFMD process within the UN system. It was really an important work, given the fact that we successfully achieved a whole-of-government approach.

In this regard, it was an honor and privilege for me to lead the Task Force of Turkish Chairmanship of this very important Forum for the term 2014–2015. The task force of the Turkish Chairmanship worked closely with an advisory working group in Turkey, in which all relevant ministries and public authorities participated.

Our GFMD Chairmanship also coincided with the Turkish G20 Chairmanship. In fact, the Turkish G20 Presidency was a great opportunity for the GFMD. We managed to establish a linkage between GFMD and the G20, and ensured that the broader issue of migration was on its agenda and others.

Beyond chairing the GFMD. It was also a perfect arena to utilize my personal diplomatic skills in producing significant progress on migration and development agenda.

Indeed, I have continued to attend Troika meetings in 2016 and also attended the Global Forum Summit in 2017 in Berlin and in 2018 in Marrakech. I also attended several meetings and consultations within the framework of the GFMD. My interest in this very valuable state-led process is unabated. I always promote the Forum and the important work it has been doing.

GFMD = Go Forward Make the Difference. As migratory flows continue to increase every year throughout the world, the process of seeking durable solutions that benefit both migrants and States will continue.

It has already been proven that short-sighted methods such as closing up our borders and taking radical measures to prevent migrants from coming into our territories fail miserably in truly managing migration. While certain countries still insist on taking overly protective measures instead of establishing sustainable mechanisms that empower migrants to bring added values for societies, many of them have realized that such an unproductive approach will not take us anywhere.

At the same time, there are currently many countries where migrants and their skills are important to the labour market, in many different sectors. And there is a greater inclination for stakeholders to invest in areas aiming to enhance migrants' skills compared to few years ago.

That is precisely why I truly believe that, as a major platform focusing on supporting countries' efforts to develop or revise migration policies in a way that includes development-related goals, the GFMD has the potential to play a leading role in generating innovative proposals in migration governance linked with sustainable development.

I believe that GFMD is not a 'one-off' event, but a process that requires intensive and inclusive preparations leading to the Summit Meeting in the host country. And the GFMD is not an isolated process; in order to continue to be relevant and effective, it needs to be attuned and responsive to emerging opportunities and challenges in migration and development and in related policy domains.

..."supporting countries' efforts to develop or revise migration policies in a way that includes development-related goals, the GFMD has the potential to play a leading role in generating innovative proposals in migration governance linked with sustainable development."

Building from SDGs to SDGs-plus to a new Global Compact for Migration

9TH GFMD, BANGLADESH 2016⁷⁵

- What follows is a testimonial⁷⁶ by H.E. Mr. Md. Shahidul Haque, Foreign Secretary of Bangladesh, GFMD 2016 Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.



“Increasing research and data, e.g., from the World Bank, UNDESA, UNDP and IOM, demonstrated huge contributions that migrants abroad make not only to their own human development but to broad development in countries where they live and work as well as directly to their families, communities and countries of origin.”

I. The decision to chair the ninth GFMD

Bangladesh stepped forward to chair the GFMD during 2016 with an appreciation of the GFMD process, the moment, and Bangladesh's own keen interest and role in global migration and development, both on the ground and in agenda-setting.

Paying attention to positives. Over the years, Bangladesh had seen the GFMD able to focus more and more on the positive connection between migration and development—at many levels. For example, despite significant concerns about its economic and social implications, clear evidence emerged that migration boosts global productivity. At national—and personal levels, increasing research and data, e.g., from the World Bank, UNDESA, UNDP and IOM, demonstrated huge contributions that migrants abroad make not only to their own human development but to broad development in countries

⁷⁵ The official report of the 2016 GFMD, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁷⁶ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonials.

where they live and work as well as directly to their families, communities and countries of origin.

A time of extraordinary movements and urgency. In 2014, the world recorded the highest number of people being displaced globally, including a sizable portion of them in the wake of global climate change. Human mobility raised further concern in the following year. The refugee crisis, also referred to as the European migration crisis, began in 2015. Large numbers of people arrived in the European Union (EU) on irregular, arduous and dangerous routes across the Mediterranean Sea, or overland through Southeast Europe, from Turkey, and the Middle East, where millions of refugees had been displaced for years, most recently by war in Syria. Among them, around 480,000 migrants arrived by sea to Greece and Italy alone since the beginning of that year.

Similarly in Asia another wave of displacement added to the crisis. Mass migration of people from Myanmar, collectively dubbed “boat people” by international media, traveled to Southeast Asian countries including Bangladesh, Malaysia, Indonesia and Thailand by overcrowded and rickety fishing boats via the waters of the Strait of Malacca and the Andaman Sea. Mostly were the victims of people smuggling rings.

The number of deaths at sea rose to record levels in April 2015, when five boats carrying almost 2,000 migrants to Europe sank in the Mediterranean Sea, with a combined death toll estimated at more than 1,200 people. The shipwrecks took place in a context of ongoing conflicts and refugee crises in several Middle East, Asian and African countries, which increased the total number of forcibly displaced people worldwide at the end of 2014 to almost 60 million, the highest level since World War II.

A moment of opportunity. 2016—the year that Bangladesh chaired the GFMD—was also the year that the world prepared for the extraordinary High-level Meeting on Large Movements of Refugees and Migrants that UN Secretary-General Ban Ki-moon had called for the UN General Assembly to convene in September: precisely to address the crises described above. Because the GFMD is a process, not an event (and certainly not just the Summit at the end of the year), Bangladesh was able as Chair to synchronize both the thematic focus of its programme for GFMD 2016 and the calendar of GFMD activities to be relevant—and produce inputs of value—to the negotiations and adoption of outcomes of the High-level meeting. In particular, Bangladesh as Chair and as UN member State strongly led the push for greater cooperation in global governance of migration.

Specifically, Bangladesh advocated vigorously for states to collaborate on a new “global compact” to achieve SDG 10.7—facilitating safe, orderly and regular migration, itself unanimously adopted within the 2030 Agenda for Sustainable Devel-

“Bangladesh advocated vigorously for states to collaborate on a new ‘global compact’ to achieve SDG 10.7—facilitating safe, orderly and regular migration, itself unanimously adopted within the 2030 Agenda for Sustainable Development the preceding year.”

opment the preceding year⁷⁷. Indeed, just three months before the GFMD Summit, in December, UN Member States unanimously adopted the New York Declaration for Refugees and Migrants, with commitments to migrants and refugees both and separately, including Annex I containing a Comprehensive Refugee Response Framework and calling for a new Global Compact on Refugees (GCR), and Annex II calling (and suggesting elements) for a new Global Compact for Safe, Orderly and Regular Migration (GCM).

Bangladesh leadership. In such a scenario, Bangladesh felt the need to address migration in a more comprehensive way – leading to a discussion fully across development and global governance on migration, including forced migration.

Since 2012, Bangladesh was at the forefront of states and others advocating for the inclusion of migrants and migration in the post-2015 global development agenda. Having organized and led discussions on inclusion of migration in the 2030 Sustainable Development Agenda, starting with co-hosting the Global Leadership Meeting (GLM) on Population Dynamics (in Dhaka, 12-13 March 2013), the subsequent Global Experts Meeting on Migration and the Post-2015 Development Agenda (also in Dhaka 29 April 2014) and taking the lead in the Open Working Group negotiations of the Sustainable Development Agenda 2030 to include migration in the SDGs, Bangladesh wanted to continue its role in promoting importance of comprehensively addressing migration.

So in September 2015, when UN Member States unanimously adopted the 2030 Agenda for Sustainable Development with several goals and targets that explicitly

referred to migrants and migration, Bangladesh was well-positioned to pick up implementation of those goals and targets in its GFMD programmes for 2016. Bangladesh resolved to focus on GFMD exchange and action to improve the kind of global governance of migration needed to achieve target 10.7.

“Since 2012, Bangladesh was at the forefront of states and others advocating for the inclusion of migrants and migration in the post-2015 global development agenda.”

⁷⁷ Under Sustainable Development Goal 10, aiming “To reduce inequality within and among countries”, target 10.7 is to “facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies”.

Moreover, in May 2016, Bangladesh had joined Germany at the World Humanitarian Summit to lead the new states-led Platform for Disaster Displacement, launched to implement the Nansen Initiative Protection Agenda.

Coherence of national interest and global interest. At the national level, migration has played an important role in the development and GDP of Bangladesh. At the same time, we have been facing the relentless scourge of human trafficking and people smuggling, which can only be addressed comprehensively. All these national, regional and global events energized the motivation for Bangladesh to take up the Chairmanship of GFMD in 2016.

Bangladesh took up the chairmanship of GFMD 2016 to continue its efforts in the same vein – to promote and integrate, in the process of development, a range of migration specific issues, ideas and elements. The objective was to carry forward a comprehensive discussion on international migration reflecting its full potential in economy and society, while providing scope for responding to remaining challenges through promoting migration governance.

Given our emphasis on comprehensive discussion, there was no internal resistance to the proposal of Bangladesh becoming Chair of the GFMD. To the contrary, the wideness of interest posed a challenge of coordination between different stakeholders within the country, including different relevant ministries. Logistical support was another difficulty we faced. However over the course of our Chairmanship, we worked hard to address those challenges.

II. Institutional priorities

Institutionally, we wanted to keep up the momentum of the previous GFMDs. Therefore, we both built upon the previous GFMD's, and increased the Forum's structural opportunities for exchange and action.

A more laser focus for states. In February 2016, a new states-led GFMD Working Group was created under the Bangladesh GFMD Chair: the Ad Hoc Working Group on the 2030 Agenda, to provide recommendations to and from the Global Forum regarding implementation of the sustainable development goals. During the GFMD Summit in December, its scope and name was extended to be Ad Hoc Working Group on the 2030 Agenda and the GCM (Global Compact on Migration), to galvanize GFMD contributions towards the commitment in the New York Declaration to create a new Global Compact for Safe, Orderly and Regular Migration.

Key partners close and keen. One of the top institutional objectives of Bangladesh was to increase exchange and solution-building between states and essential partners.

- **For the first time, Common Space was expanded to a full day.** Common Space had first been established by Mexico in the Global Forum Summit of 2010, and it continued in each Global Forum since to bring states and civil society together for a morning of direct interaction on important themes. At the Global Forum in 2016, Bangladesh doubled the time for Common Space. Working closely with the civil society organizers, the Chair structured the Common Space for almost the entire first day of the 2016 GFMD Summit, immediately following the Opening Ceremony.

“Unlike prior Common Space programmes, where different sessions focused on entirely different themes, the 2016 Common Space centered all of its sessions around a single focus: the Global Governance of Migration.”

Unlike prior Common Space programmes, where different sessions focused on entirely different themes, the 2016 Common Space centered all of its sessions around a single focus: the Global Governance of Migration.

It opened with a high-level plenary, in which several ministers spoke as well as a representative of SRSG Sutherland presenting a first look at his upcoming landmark report.⁷⁸ Three side-by-side interactive breakout sessions then focused on different aspects of governance: cooperation in global governance, specifically towards an ambitious Global Compact; in cooperation social governance, including policies and campaigns for inclusion and against xenophobia and discrimination; and in cooperation labour market governance, i.e., decent work and recruitment practices.

- **For the first time the Business Mechanism,** which had been established at the preceding GFMD, organized sessions and input directly within the GFMD programme, The International Organisation of Employers (IOE) and the Global Agenda Council on Migration of the World Economic Forum (WEF) jointly coordinated this new Business Mechanism.

⁷⁸ *The Sutherland Report, op. cit.*

III. Key themes of GFMD 2016

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.⁷⁹*

Snapshot of the GFMD 2016 agenda.⁸⁰

Overarching theme. The overarching theme of the Bangladesh Chair for the 2016 GFMD was *“Migration that Works for Sustainable Development of All: Towards a Transformative Migration Agenda.”*

The international community had engaged in rich debates in the context of the post-2015 development goals, with some but not all of the many goals and targets included in the final set of targets and goals in the 2030 Agenda for Sustainable Development. Bangladesh, together with many others among states and other stakeholders believed that it would be important to hold onto the rich debates that took place in the preparatory processes and ambitions that emerged, especially those held by the civil society and at the country level. We therefore contemplated an approach that we termed “SDGs Plus.”

So the overarching theme for GFMD 2016 was based on an “SDG Plus” approach, advancing the range of issues, ideas and elements at the intersection of migration and development that had already been recognized, in various dialogues, platforms, global consultative processes and outcome documents over the past decade, including in particular in the two UN General Assembly High-level Dialogues on International Migration and Development (i.e., in 2006, as reflected in its report, and in 2013 in its Declaration).

Three pillars were the foundation of the Bangladesh programme for GFMD 2016:

1. the economics of migration and development, with Summit roundtables on lowering the costs of migration, and connectivity and migration;
2. the sociology of migration and development, with two roundtable sessions on migration, diversity and harmonious societies, and protection of migrants in all situations; and

“The overarching theme of the Bangladesh Chair for the 2016 GFMD was ‘Migration that Works for Sustainable Development of All: Towards a Transformative Migration Agenda.’”

⁷⁹ See also the official report of the GFMD 2016, available at www.gfmd.org

⁸⁰ *ibid.*

3. governance of migration and development, with roundtable sessions addressing migrants in situations of crises (conflict, climate change and disasters caused by natural hazards), and principles, processes and institutions for orderly, safe, regular and responsible migration.

In addition to these roundtables at the Summit, Bangladesh organized a number of preparatory meetings and three thematic workshops during the year, in Bangkok, Geneva and New York, on Connectivity and Migration, Migration for Harmonious Societies, and Migration for Peace, Stability, and Growth.

First-time theme at the GFMD: the governance of migration. As I said in my Chair’s closing summary for the GFMD Summit, “A common thread in all the roundtables was the improvement of migration governance. In fact, this has been the primary focus of the Bangladesh GFMD Chairmanship.”

“Ending a remarkable six-year ‘drought’ on the GFMD agenda, Bangladesh resurrected attention to displacement induced by climate change and natural disasters, with the first dedicated roundtable session since the 2010 GFMD in Mexico. Notably, this roundtable extended to migrants in and fleeing from conflict crises too.”

During the first three quarters of the year, the GFMD 2016 galvanized preparations of the global community for the High-level Meeting on Large Movements of Refugees and Migrants at the UN General Assembly 19 September (HLM). Beyond the HLM, GFMD activities—including but not limited to the Summit—turned towards contributing to the process to elaborate the new Global Compact for Migration that the HLM’s “New York Declaration” called for.

Indeed, the Declaration explicitly invited the GFMD to contribute to the intergovernmental negotiations leading to the GCM. For this purpose, the GFMD 2016 Chair convened a GFMD Dialogue on the Global Migration Compact at UN Headquarters in New York in November.

An amazing second-time-only. Ending a remarkable six-year “drought” on the GFMD agenda, Bangladesh resurrected attention to **displacement induced by climate change and natural disasters**, with the first dedicated roundtable session since the 2010 GFMD in Mexico. Notably, this roundtable extended to migrants in and fleeing from conflict crises too. As such, Bangladesh also picked up for the second time only, but with uninterrupted continuity, the focus that Turkey had introduced in forced migration at the preceding GFMD—a focus that had initially faced strong resistance among some states and even international organizations opposed to the Global Forum addressing that range of human mobility.

IV. Key outcomes of GFMD 2016⁸¹

The bridge from SDG to GCM. Without question, one of the most concrete outcomes to have come out of the GFMD 2016 (and its predecessors too) was to build and cross the bridge from the migration-related SDGs in September 2015 to the New York Declaration that almost exactly one year later called for the creation of a new Global Compact for Migration.

In identical language, both talked specifically of safe, orderly and regular migration. Both were unanimously adopted by UN Member States after negotiated processes of the UN General Assembly. Both were states-led and nourished largely by states long active in the Global Forum and High-level Dialogues on Migration and Development over the years, including Bangladesh, Mexico, the Philippines, Switzerland and Sweden to name a few. Both involved substantive and political inputs from other GFMD stakeholders as well, most notably the range of leading civil society networks and organizations.

And together both formed the heart of the global agenda for migration for the next two years, within and outside of the Global Forums in Germany in 2017 and Morocco in 2018, leading to adoption of the new Compact at the UN General Assembly 19 December 2018.

The other most significant outcomes for GFMD 2016 were, as signaled earlier:

- the **new GFMD Ad Hoc Working Group on the 2030 Agenda**, and:
 - its report and recommendations of the 2016 GFMD to the 2016 High Level Political Forum on the SDGs (HLPF)
 - its report to the GFMD Summit, with recommendations on how the GFMD can better (1) be a platform for exchange of experiences, progress and evidence on the migrant and migration-related SDGs; (2) facilitate voluntary action and partnerships; and (3) support states in their achievement of those SDGs and contribute to processes of the UN, including in formal follow-up and review mechanisms
- the **new GFMD Business Mechanism**, and:

“One of the most concrete outcomes to have come out of the GFMD 2016 (and its predecessors too) was to build and cross the bridge from the migration-related SDGs in September 2015 to the New York Declaration that almost exactly one year later called for the creation of a new Global Compact for Migration.”

⁸¹ *ibid.* See also Table 2 of this publication.

- its paper *The Business Case for Migration*, which it prepared both for the GFMD 2016 Summit and as an input towards elaboration of the GCM
- its recommendations to states at the GFMD 2016 Summit on enforcing fair and ethical recruitment laws; encouraging business to advocate for fair and open migration policy; countering xenophobia; highlighting the positive economic, social and cultural contributions of migrants; and calling to strengthen the public-private partnership on migration.

V. Thoughts and advice for future Chairs, in solidarity

Collaboration. The GFMD has to work closely with the new UN Network on Migration. The GFMD's role is already included in the GCM.

Funding. From an institutional point of view, regular contribution-based funding could strengthen the work of the Forum.

Some final personal reflections⁸²

Life after chairing the GFMD. As a member of the Troika in the period following our chairmanship, we worked to ensure that the GFMD continued to serve as a platform for pushing the boundaries of what is possible and generating consensus around ambitious outcomes for the GCM. We are still following the GFMD process and other migration-related discourses globally.

The 2016 GFMD had a huge influence in forming the discussion on the GCM. In addition, the Ad Hoc Working Group that we initiated for further following up the GFMD's work on the 2030 SDGs and the GCM created the scope for continued linkage between these processes.

A new era calls for a new order in migration. In a globalized world, migration is a fact of life that should be governed accordingly. To that end, it is time to establish what I call "Migration Order 3.0," a new framework that would make migration work for everyone.

Until World War II, transnational human mobility was subject to "Migration Order 1.0": immigration controls were established solely at the national level by governments. After the war, international institutions such as UNHCR and the IOM (under a different name) were created to manage refugee and migrant flows, primarily from and within Europe. During this era of "Migration Order 2.0", the movement of people across national borders has been governed by mutually agreed norms, standards, and practices. These are largely separate and distinct for certain "categories" of people on the move, with systems for many of them that are also separate and distinct—and increasingly seen as inadequate.

Fault-lines in categorical responses. Repeated and recent large-scale cross-border movements of people have exposed fault lines in that post-war framework: Migration Order 2.0 is no longer adequate because of why—and the way we see—many people now move.

In fact, interconnected global forces have ushered in a new phase of migration. Demographic change, armed conflict and persecution, humanitarian crises, social inequities, sudden labour market disruptions, governance failures and identity poli-

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⁸² Except for the paragraph headings, which were added by the editor, the rest of what follows in this section are personal observations consolidated from an interview conducted for this publication with H.E. Mr. Md. Shahidul Haque, Foreign Secretary of Bangladesh, Chair of the GFMD 2016, and a recent article entitled, *Making Migration Work for Everyone* (Syndicate, June 2019) which he authored and authorized to be slightly adapted for this publication.

tics all pose a challenge to a development paradigm that was supposed to leave no one behind. At the same time, climate change and biodiversity loss are threatening to displace entire populations from vulnerable locations around the world.

“Groups on the move are often an un-static kaleidoscope of the ‘categories’. This places strains on a system that was designed to manage each ‘type’ separately.

The costs of maintaining the status quo in response to disorderly migration cannot be ignored...

Today’s mixed migratory patterns demand a more cohesive yet differentiated approach.”

Experience and data show more and more that large numbers of people who cross borders fit a wide spectrum of the “categories”: with a range of claims or not to admission and/or legal status, e.g., refugees, children, victims of torture or human trafficking, and forced migrants of many kinds. Moreover, many move in and out of the different “categories” as their circumstances change—or as they make their own judgments about the value of claiming “their” category or not (e.g., even if protection may be claimed as an asylum seeker, child or trafficked person, personal goals for work, family unity or destination can motivate otherwise.)

Mis-matching the mix in large movements today. So groups on the move are often an un-static kaleidoscope of the “categories”. This places strains on a system that was designed to manage each “type” separately.

The costs of maintaining the *status quo* in response to disorderly migration cannot be ignored. Growing anxieties among host populations are causing an unwarranted backlash, with far-reaching negative implications for economic and political systems. There is also a moral dimension to consider: migrants in all categories are increasingly vulnerable to abuse.

Today’s mixed migratory patterns demand a more cohesive yet differentiated approach.

Re-booting the migration order: Migration Order 3.0. Fortunately, there are realistic options for improving migration governance. With objective information about migration and its consequences, we can dispel popular misperceptions and reduce social tensions. We can also design and implement policies that will secure the many benefits of migration. Investment in empowering migrants is a win-win proposition for everyone. The vicious cycle of migration, economic hardship, and social backlash can be turned into a virtuous cycle of integration and economic growth.

National sovereignty and universal human rights can be difficult to reconcile. Governments struggle to strike a balance between realizing the economic gains of migration, protecting native-born citizens’ interests, and ensuring national security. And it doesn’t help that the capacity and resources for governing migration effectively are often in short supply.

The GFMD-SDG-GCM progression. Thanks very much to investments in incremental, but steady GFMD exchange and action over the years, the international community has made great progress on these challenges. The Sustainable Development Goals include a specific target (Goal 10.7) for optimizing migration governance. And its offspring—the Global Compact on Safe, Orderly, and Regular Migration—provides a non-binding framework to guide countries and other stakeholders toward a more comprehensive, cooperative approach.

Evolutionary, not revolutionary, the GCM's provisions are perfectly aligned with the principles and objectives that governments already embraced under the 2030 Agenda for Sustainable Development—and also in the *Migration Governance Framework* that IOM developed even before it joined the UN in 2016. These do not offer a “silver bullet”; but together they serve as the blueprint for building a workable Migration Order 3.0.

The final text of the GCM was agreed only last year. As always, mustering a constructive multilateral effort will take political will. But the GCM promises to make migration work for everyone. The only question is how long it will take governments and other stakeholders to recognize it as a powerful tool for more comprehensively addressing the geopolitical dimensions—and mix—of migration today.

Finally, the unique GFMD role in further reflection, exchange and action. This is an example of where the GFMD can do what it does best: with states in the lead, wrestling informally with complex issues, pushing to move from the “what” to the “how”, and framing practical options for governments and other stakeholders to consider. However, to do so on this challenge, the GFMD will need to step up with special structural focus and continuity.

Many have suggested creating a small number of **time, goal and member-limited working groups** to look at complex issues: this may be one of them.

More than a few have suggested convening the **prior GFMD Chairs as a special Advisory Group** for such a challenge. Given their personal range of diversity and experience across all these issues, and their success and abiding enthusiasm with the GFMD process (so striking in this publication), a group of GFMD elders (possibly including a few other trailblazers, like former IOM Director General William Swing) would be brilliant at this. It would also help to fill the conspicuous void left by the absence of an SRSB for International Migration this year for the first time since the GFMD was created.

Others have suggested **re-purposing the Steering Group as a panel of Peers**, augmented with key non-state actors and thinkers to take such challenges forward with determination and result.

These suggestions are not mutually excluding, but choosing the most dynamic will make all the difference.

CONVERGING ON GLOBAL POSITIONING: 2017-2018



Testing and strengthening foundations for a Global Compact for Migration

10TH GFMD, GERMANY 2017⁸³ (CO-CHAIRING WITH MOROCCO THROUGH 2018⁸⁴)

- What follows is a testimonial⁸⁵ by H.E. Mr. Götz Schmidt-Bremme, Ambassador of Germany to Morocco, GFMD 2017 – 2018 Co-Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to Co-Chair the tenth GFMD

In 2015, Germany and other Member States of the European Union experienced dramatic situations at its borders when hundreds of thousands of refugees fled from a murderous civil war in Syria and scores of migrants followed them, dreaming of a better life in Europe.

And here starts the dilemma, of conflating refugees and migrants – mostly well intentioned, in order to see the protection scheme for refugees extended to migrants as well.



⁸³ The official report of the 2017–2018 GFMD Co-Chairmanship, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁸⁴ Working together in the first GFMD Co-Chairmanship, Germany and Morocco served as Co-Chairs of the 2017–2018 GFMD process.

⁸⁵ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.

UNHCR however, always underlines the necessity to differentiate between refugees and migrants because otherwise the high standards for refugees, enshrined in the Geneva Convention of 1951, would be watered down, especially given the enormous difference in numbers between the two groups. So, what do the statistics say?

International migration involves around 260 million persons, whom more than 150 million are migrant workers. Since the 1960s, this total number has remained a consistent 3% of the (admittedly growing) world population.

Less than 10 percent of these 260 million are the 25 million refugees fleeing from persecution, across the borders of their home countries. Refugees deserve the best of our humanitarian support. Morally and legally, we owe them help for their own sake.

Migration, in the sense of non-refugee migrants (i.e., not fleeing persecution) is different. Well-managed migration is in the general interest: the 3% of the world population who migrate account for 9% of the GDP worldwide. When working, migrant workers keep the economy running, and at the same time they develop their home countries: the remittances they send back to their families amount up to 600 billion USD per year (*four times higher* than the total value of financial cooperation/development aid worldwide!)

After the High-level Dialogue on Migration and Development at the UN General Assembly in New York in 2013, the idea took root in Germany to address the challenges of refugees and migrants separately given their different natures. Germany therefore supported from the outset the two-pronged approach of the UN General Assembly's New York Declaration of 19 September 2016, calling for two future compacts: one for refugees with a Comprehensive Refugee Response Framework and the other a Global Compact for Safe, Orderly and Regular Migration.

“After the High-level Dialogue on Migration and Development at the UN General Assembly in New York in 2013, the idea took root in Germany to address the challenges of refugees and migrants separately given their different natures.

Germany therefore supported from the outset the two-pronged approach of the UN General Assembly's New York Declaration of 19 September 2016, calling for two future compacts: one for refugees with a Comprehensive Refugee Response Framework and the other a Global Compact for Safe, Orderly and Regular Migration.”

While being a strong supporter of UNHCR for decades, the German government decided it was time to address the migrants issue as well more vigorously. Germany and Morocco agreed to join forces for the GFMD, as the first-ever Co-Chairs, for the two years 2017 and 2018.

II. Institutional priorities

Mayors step in. As far as the responsibility of the hosting countries is concerned: Think globally, act locally!

In Berlin 2017 for the first time, the Mayoral Forum joined the GFMD Summit, as we need the expertise of the great cities and their mayors to integrate migrants and their diasporas. Programs for integration are necessary, but they can only work if the immigrants too are willing to learn and to integrate (not necessarily assimilate!)

Well-integrated migrants with strong roots to their home countries lead us to the triple-win situation where the countries of origin honor the advantages of legal migration. But here we have to address a certain hypocrisy of some receiving states as well, denouncing (illegal) migration while banking exactly in their economies on those exploitable migrants.

Calling all stakeholders. It was really essential to include all relevant stakeholders of the day-to-day migration business, which are national and international organizations as well as the relevant organizations and entities of the UN family: UNHCR, UNDESA and UNU (chairing the Global Migration Group in our year), but also WFP, IOM and others.

Constantly with civil society. We also deepened the dialogue with the civil society. Personally, I took pride in meeting with John Bingham and other civil society leaders working with ICMC's civil society Coordinating Office for the GFMD, the very morning after the NY Declaration had been adopted to discuss what the differentiated German approach means to our cooperation.

In two webinars I had webchats with NGOs worldwide, listening to their sorrows, hopes and demands. Even when not accepting all the demands, I was always impressed by the sincerity of those who don't see any other chance but to emigrate.

"As far as the responsibility of the hosting countries is concerned: Think globally, act locally!"

In Berlin 2017 for the first time, the Mayoral Forum joined the GFMD Summit, as we need the expertise of the great cities and their mayors to integrate migrants and their diasporas."

Employers—key for migrants—at the table too. Economic development depends on a lasting and sustainable employment, and there is no decent employment without decent employers. This was the reason for us to bank on the business sector in our discussion. First included in the government programme of the GFMD during the Swedish and Turkish Chairmanships, Germany and Morocco put a focus on the entrepreneurial side, and included ILO.

Evaluating it all. To secure and consolidate all the knowledge, all the experiences and best practices of the GFMD's first 10 years, the Co-Chairs entrusted Ambassadors Gnesa and Conejos with a review and proposals for the future in the second half of our Co-Chairmanship.

III. Germany's Key Priorities

The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.⁸⁶

Overarching theme for GFMD 2017. Germany's slogan "*Towards a Global Social Contract on Migration and Development*" underlined the necessity to find a balance of interests.

Distinguishing migrants from refugees. As already mentioned, there is a fundamental difference between refugees and migrants: those fleeing from persecution or civil war are entitled to cross borders till they find a safe haven. This does not apply to migrants, as difficult as their living conditions may be: they are entitled to emigrate from their country, but not to immigrate in a country of their choice, needing an approval of that state instead.

The agreed entry to another country is not the problem for the vast majority of legal migrant workers (including the high class "expats") being invited or at least legally accepted in their countries of destination. They face other demands: for them it is necessary to improve and facilitate their conditions of employment (less recruitment costs, decent working conditions, fair pay, social security and reduced fees on their remittances).

The other challenge, and the "elephant in the room", is the touchy issue of illegal migration. It is so thorny that many try to avoid the subject, equating all forms of migration, branding migration in itself a natural phenomenon, quasi a necessity. This one-sided approach omits all downsides of illegal migration.

⁸⁶ See also the official report of the GFMD 2017, available at www.gfmd.org

“... it was a great opportunity to close ranks with Morocco in a first-time-ever two-year GFMD Co-Chairmanship in 2017 - 2018. Our logo shows a bridge that connects not only the two countries, but two continents, opening pathways in both directions and with a set of rules to avoid ‘chaos on the bridge.’ The idea of a bridge does not apply only to Africa and Europe. This approach enabled us to show that it is not only about Europe. It is the entire world...”

But in a similar echo chamber a fierce resistance is being evoked in the countries of destination, which rocked the boat around the Marrakech Declaration on the Global Compact for Migration in December 2018 and beyond.

Foreseeing exactly this danger of a growing gap between those promoting migration at all costs and a nationalist, sometimes even racist (and in its totality stupid) “NO” to all forms of migration, Germany sought a way to balance all vested interests.

Because illegal immigration is not even a blessing for those migrants themselves: for many it is the way down to the hell of exploitation, crime and prostitution. At its best, it means an uncontrolled brain drain, that does not even find the equivalent in an adequate brain gain for the countries of destination, as the qualifications and certified experiences are difficult to recognize.

A formula of legal pathways and decent return. So we advocated from the outset a dual strategy for a migration in the mutual interest, in the common interest: a clear response to illegal migration, with on the one hand, a decent return management (unheard of, when Germany was the first country to address this point in the New York process in 2016), but at the same time a close cooperation to broaden the opportunities for legal migration, especially in the field of vocational training in professions needed in countries of origin as well as in Germany. Not a brain drain of scarce experts in their countries, but finding and forging future talents there. In this context we advocate a circular migration, without enforcing it.

Pathways in both directions. To find this balance of a ‘triple win’ (countries of origin and destination and the migrants themselves), it was a great opportunity to close ranks with Morocco in a first-time-ever two-year GFMD Co-Chairmanship 2017 – 2018. Our logo shows a bridge that connects not only the two countries, but two continents, opening pathways in both directions and with a set of rules to avoid “chaos on the bridge”.

The idea of a bridge does not apply only to Africa and Europe. This approach enabled us to show that it is not only about Europe. It is the entire world, which has

to be included when it comes to talk about migration, when it comes to taking up responsibility and when it comes to defining our interests. Migration is global; development with its social and economic impacts of large-scale movements is global as well.

In this spirit, Germany and Morocco avoided a Europe-centrism prevailing in so many discussions: 75% of all African migrants stay in Africa, finding their opportunities there - and their challenges, as the population will double by 2050. How can we give them there a chance in their pursuit of happiness, to quote the Declaration of Independence of the USA?

“The necessity to leave is felt in countries of origin: inequality of wealth and income, corruption, lack of transparency and participation still prevail in too many.

For much too long, these core challenges are not being addressed, nor is the necessity to balance economic and demographic growth.”

I gladly quote Ambassador William Swing, the former Director General of IOM, whom I hold in high esteem: “Migration by choice, not by necessity.” But what does this mean? The necessity to leave is felt in countries of origin: inequality of wealth and income, corruption, lack of transparency and participation still prevail in too many. For much too long, these core challenges are not being addressed, nor is the necessity to balance economic and demographic growth.

No jobs = no home. Well educated young people need to have a real perspective for their future. They want to be part of the society and the work market, and they leave their countries when not seeing a chance for themselves there. Does it have to be so? How is it possible to give them hope instead of spurring further migration?

Sustainable development and shared responsibility. This discussion is never easy, but we knew we had to try to come to a better understanding of these complex questions. This led us to an analysis of the 2030 Agenda in the context of sustainable development goals in the countries of origin. And, of course, this was also the moment when it came to talk with these countries and to remind them of their own responsibilities.

Creating standards to protect people on the move. The GFMD was a good opportunity as well to start an open and frank debate about creating standards of migration in order to protect people on their move, especially the young ones. Clear regulations, easy to understand and to follow, will help to fight against human trafficking and smuggling.

This is even more important if we want to communicate that applying for asylum is in most cases not a viable means to build up a new life in Europe. Protection against war and persecution is a universal right for any human being – but it should not be misused. If you follow the lies of smugglers you risk losing not only a lot of money, but your family and your life.

IV. Key Outcomes of GFMD 2017⁸⁷

Space here is too small to paraphrase the Conclusions for 2017 - 2018, well-presented on GFMD's website⁸⁸. Let me just highlight some points.

Both years were dedicated to support Peter Sutherland and then Louise Arbour as SRSG, and the GCM Co-Facilitators Ambassadors Jürg Lauber and Juan José Gómez Camacho in their great work.

1. Achieving the Sustainable Development Goals. The Co-Chairs contributed to the review and follow-up of the 2030 Agenda by making recommendations on the interlinkages between the migration-related SDGs and their various targets and indicators, and providing the High Level Political Forum (HLPF) 2017 with the GFMD's recommendations on SDGs.

Our 2017 report by the GFMD Ad Hoc Working Group on the 2030 Agenda and the GCM, under the Co-Chairmanship of Bangladesh and Germany, was endorsed during the 5 April 2017 preparatory meeting of the Steering Group, giving detailed recommendations on how to implement migration-related SDGs with a view to the HLPF's theme, "Eradicating poverty and promoting prosperity in a changing world". The report was presented by the Co-Chairs Germany and Morocco at a GFMD side event in the margins of the HLPF on 12 July 2017 in New York.

The Co-Chairs recommended that the GFMD continue to give its expertise on the implementation of migration-related SDGs to the HLPF, and to draft the concurrent report for the HLPF 2018 through the Ad Hoc Working Group.

2. Job training for migration and protection of workers. We involved ILO in Geneva with its tripartite structure of states, employers and trade unions in order to set global benchmarks. Being invited to ILO's Government Group Meeting 2017, we talked with ILO Director General Guy Ryder and others about creating better opportunities, for instance through professional training in the context of migration or the

⁸⁷ *ibid.* See also Table 2 of this publication.

⁸⁸ www.gfmd.org

transferability of social rights. While the German legislation in this matter is already quite elaborate, migration in other parts of the world is more challenging.

Responding to the discussions during the GFMD Summit in Dhaka 2016 and honoring the migrant workers from India and Bangladesh, the Foreign Office hosted during the Berlin June 2017 GFMD Summit Meeting an exhibition, showing in photos their working and living conditions in the Gulf region.

“Being invited to ILO’s Government Group Meeting 2017, we talked with ILO Director General Guy Ryder and others about creating better opportunities, for instance through professional training in the context of migration or the transferability of social rights.

While the German legislation in this matter is already quite elaborate, migration in other parts of the world is more challenging.”

On-line trove of practices. The GFMD’s Platform for Partnerships (PfP) database was enriched with more than 200 entries in 2017 alone, including global skills partnership and job matching practices. The database classification of themes was also aligned with the GCM, thus providing a direct link between GFMD outcomes and the GCM.

Envisaged as a possible building block of the UN Knowledge Platform, the PfP now contains over 1200 models and best practices. This repository also informs the GFMD’s annual contribution to the High-level Political Forum (HLPF).

Displacement by disaster and climate change. While concentrating on the big numbers of legally working migrants, we never forgot the plight of the others, by fostering the Platform on Disaster Displacement or – at a slower pace – the consequences of climate change in general.

Human rights of people moving in or having irregular status. Finally, we did not overlook the “elephant in the room” - our obligations towards those who don’t migrate legally. They too enjoy human rights, and are entitled to a decent treatment while being checked on their status or in their return management. This is especially true for children on the move. Together with UNICEF we highlighted their vulnerable status, as they cannot be held responsible for the behavior of their parents! For all of them it is urgent to prove their legal identity in cooperation with the countries of origin.

Some final personal reflections

So, how reads the bottom line? It was important for us to find a common ground with all the countries affected by migration, giving our best to see to other European states acknowledging their interest in legal migration.

Clear thought first, then common ground. Understanding and openness towards migration are defined by social and economic aspects, not only in the countries of origin, but in those of destination as well. Chancellor Merkel, applauded with standing ovations, maintained in Marrakech a clear wording concerning the differences between escape and humanitarian support on the one side and legal migration versus illegal migration on the other side.

In the public perception immigrants still are too often seen without any differentiation. Sometimes it even seems to be a taboo to frankly discuss migration in its manifold meanings. It is not helpful to only transmit dramatic pictures and misunderstandings, to manipulate the public in the direction of one extreme or the other between disgusting hate or overwhelming sympathy. Instead, it would really be commendable to explain and to become clear what we are talking about. Let's leave our respective echo chambers!

Migration as a *leitmotif*.⁸⁹ Co-chairing the GFMD as German Ambassador was a unique experience for me. First confronted with opportunities and challenges of migration in my mid-fifties, it has become since then the *leitmotiv* for my professional life, and presumably well beyond. It is now the great opportunity for me to bring all my personal and professional experience into the discussion.

A succession of dynamic GFMD Chairmanships. Let me underline how much I was impressed by the commitment of our Moroccan partners with whom we closely worked right from the beginning of the preparations of the Co-Chairmanship. I appreciate all their intense efforts to make the challenge work; together with my colleague and friend El Habib Nadir, we built up an excellent team and really enjoyed our common task to bring the global discussion on migration forward.

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Chancellor Merkel, applauded with standing ovations, maintained in Marrakech a clear wording concerning the differences between escape and humanitarian support on the one side and legal migration versus illegal migration on the other side.”

⁸⁹ “*Leitmotif*” = a recurrent theme; literally, from the German “*leiten*”, to lead; “*leit-*” (leading) and “*motif*” (motivation).

“Let me underline how much I was impressed by the commitment of our Moroccan partners with whom we closely worked right from the beginning of the preparations of the Co-Chairmanship...”

I am sure that Ecuador, now in the Chair, equals our engagement, together with the UAE who are already preparing for taking over in 2020. Each Chair defines his agenda within the overarching theme of migration and development. The GFMD is uniquely situated in the ever-changing global migration landscape and will thus offer the ideal forum for a frank annual peer review of the Global Compact for Safe, Orderly and Regular Migration.

A last word on GFMD and the GCM. The Compact never put in doubt the sovereignty of the states to block illegal migration.

While the 23 goals of the Compact commit us politically to a decent behavior with migrants, we are already bound legally, not by the Compact but by our constitution (in Germany, the *Grundgesetz*) as well as the legislation and jurisdiction based thereon.

So, if some want to follow harsher policies on migrants (often forgetting to which extent many need legal immigration, Germany for instance): Don't blame the Compact, but question the human and civil - political rights, enshrined for decades in our Constitutions, European and international Charters and Covenants.

Just a short margin call, however: Do we really want to abolish our liberal societies, just to be less attractive?

“The Compact never put in doubt the sovereignty of the states to block illegal migration... So, if some want to follow harsher policies on migrants (often forgetting to which extent many need legal immigration, Germany for instance): Don't blame the Compact, but question the human and civil - political rights, enshrined for decades in our Constitutions, European and international Charters and Covenants. Just a short margin call, however: Do we really want to abolish our liberal societies, just to be less attractive?”

Value for and outside the Global Compact for Migration

11TH GFMD, MOROCCO 2018⁹⁰ CO-CHAIRING WITH GERMANY FROM 2017⁹¹)

- What follows is a testimonial⁹² by Mr. El Habib Nadir, Governor of the Sidi Kacem Province, Morocco; GFMD 2017-2018 Co-Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to Co-Chair the eleventh GFMD

A crucial year. The eleventh GFMD took place at a crucial time. Migration occupied and is still occupying a prominent position on the international political agenda, following the September 2016 New York Declaration and the subsequent preparations for two Global Compacts, for Migration (GCM) and on Refugees (GCR). This pattern of interest comes following the migration crisis in 2015 and 2016, when Mediterranean countries, especially in Europe, experienced an unprecedented influx of refugees and migrants.



⁹⁰ The official report of the 2017 - 2018 GFMD Co-Chairmanship, and documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁹¹ Working together in the first GFMD Co-Chairmanship, Morocco and Germany served as Co-Chairs of the 2017-2018 GFMD process.

⁹² Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.

“...the contribution of migration to development has been officially included in the UN development framework for the first time, as have the indicators which can be used to measure progress in the way countries manage migration for development.

In line with the SDGs, the GCM is seen as a potential blue print for the implementation of target 10.7, and to contributing to target 8.8 in protecting migrant workers, among other goals and targets.”

The last decade has been a period of transition for the international community and for the GFMD. Fundamental changes have taken place in the global migration discourse since 2006, at the time of the first High-level Dialogue (HLD). That first HLD led to the creation of the GFMD.

The straight-line SDG-GCM connection. Following the adoption of the 2030 Agenda in 2015 and its inclusion of Target 10.7 on “orderly, safe, regular and responsible migration and mobility of people,” the contribution of migration to development has been officially included in the UN development framework for the first time, as have the indicators which can be used to measure progress in the way countries manage migration for development. In line with the SDGs, the GCM is seen as a potential blue print for the implementation of target 10.7, and to contributing to target 8.8 in protecting migrant workers, among other goals and targets.

Since 2015, the GFMD has increasingly focused on the review and implementation of migration-related SDGs, in particular by establishing the GFMD Ad Hoc Working Group on the 2030 Agenda and the Global Compact for Migration.

Migration getting worse, better, or both. Attitudes towards migration continue to evolve, but significant differences persist. On the one hand, migration has become a more sensitive issue in countries experiencing serious integration or labor market challenges; many migrants are losing their lives at sea and in the desert, while extreme poverty, gender inequalities, and natural disasters continue to drive people to move. On the other hand, the positive effects of migration – when well managed – are increasingly recognized, and many governments worldwide have developed a strong interest in optimizing the benefits of migration through more international partnerships to ensure that migration is beneficial to all. The Co-Chairmanship of the GFMD by Morocco and Germany is the most recent example of this positive approach.

The Moroccan crossroads. At national level, Morocco has always been a crossroads, a place where people are mobile and aware of other cultures. Its location on the borders

of three distinctive worlds—the Arab world, North Africa, and Europe—and alongside both the Atlantic Ocean and the Mediterranean Sea has meant that its people can embrace international contact and cultural, economic, and scientific exchange.

Moroccan emigration abroad is a well-established trend dating back to colonial times. After going through various stages, it is undergoing a diversification of locations, and a change in the demographic and socio-economic characteristics of migrants. Nowadays, about 5 million Moroccans are living abroad. Accounting for 12% of Moroccan total population, they contribute greatly to the development of the country.

Morocco, historically known as a country of emigration, is also an important crossing point for migrants, mainly from Sub-Saharan Africa and the Middle East and North Africa (MENA) region, with Europe being a common destination for both migration flows.

Today also a country of long stay and destination. Since the mid-1990s, and especially the latter part of the decade, Morocco has become a destination country as well. The reasons for these migration flows range from political unrest, civil war, and economic downturns in some West African countries to the eruption of ethnic violence and mass deportation of immigrants in Libya in 2000, where many Sub-Saharan immigrants had previously found opportunities to work. As a result, Morocco today occupies three roles within the Euro-African migration system: that of a source, transit and final destination country.

Royal inspiration... In July 2013, Morocco's National Human Rights Council issued a seminal report detailing a series of difficulties that migrants are facing. The report prompted immediate instructions by King Mohammed VI to the government to develop "a new vision for a national migration policy, that is humanist in its philosophy, responsible in its approach and pioneer at the regional level."

... leads to regularization... As an initial step, the Moroccan government instituted a process for "regularizing" migrants' status. Meanwhile, in December 2016, Morocco launched a second regularization campaign.

... and regional clout. With the adoption of an immigration and asylum policy based on human rights and seeking to guarantee to migrants in Morocco access to basic services including education, social housing, employment, Morocco has bolstered its clout and soft power on the African continent.

"By giving the example domestically, Morocco took leadership in the continent on addressing the issue of migration.

Morocco has thus spearheaded initiatives aiming at achieving a paradigm change in how migration is tackled on the continent.

The guiding line is to depart from the security approach in addressing migration issues in favor of a humanistic approach focusing on opportunities and common management."

The domestic success of Morocco's approach towards immigration was echoed in the Kingdom's advocacy of a collective management of immigration that goes beyond narrow calculations and stereotypes.

By giving the example domestically, Morocco took leadership in the continent on addressing the issue of migration. Morocco has thus spearheaded initiatives aiming at achieving a paradigm change in how migration is tackled on the continent. The guiding line is to depart from the security approach in addressing migration issues in favor of a humanistic approach focusing on opportunities and common management.

An African Agenda on Migration. In his quality as leader in charge of preparing the *African Agenda on Migration*, King Mohammed VI in a message to the 5th African Union-European Union Summit in Abidjan late November, debunked four myths about migration. In this respect, he highlighted that African migration is not mostly intercontinental. It is primarily intra-African, as every 4 African migrants out of 5 remain in Africa.

On January 2018, the King submitted to the African heads of state at the African Union summit, *An African Agenda on Migration*.

To be global the GFMD needs a diversity of states and stakeholders. Morocco's GFMD Chairmanship did not encounter any major difficulties. At national level, authorities were mobilized to make this event a success. We also had a valuable assistance of experts for conceptualization issues.

Nevertheless, the GFMD would gain more by soliciting other states to join in order to broaden the scope of discussions and be faithful to its universal and multi-stakeholder vocation.

II. Institutional priorities

Considering the global discussions and thematic debates, the Moroccan Co-Chairmanship's priorities were to:

- **Focus on the linkages between the GFMD, GCM and the 2030 Agenda** – this was accentuated in GFMD's *"Thematic Recollection 2007 – 2017"* paper that was introduced to the GCM process and was further emphasized in the 2018 roundtable discussions.
- **Consider the GFMD's contribution to global dialogue and policy-making on migration and development** – Thus a *10-Year Review* was conducted, through an external panel of experts, to highlight GFMD's successes and challenges in addressing migration as a development issue.

III. Key themes of GFMD 2018

- *The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.⁹³*

Overarching theme. In 2018, we proposed the overarching theme “Honoring International Commitments to Unlock the Potential of All Migrants for Development” for the GFMD discussions taking place in 2018, as a continuation of the discussions held at the Tenth Summit in Berlin in 2017, under the theme “Towards a Global Social Contract on Migration and Development.”

The overarching theme of the Moroccan Co-Chair for the 2018 GFMD was “Honoring International Commitments to Unlock the Potential of all Migrants for Development”.

From Global Compact to social contract. At the time of the Eleventh Summit of the GFMD in December 2018, the GCM was in the final stages prior to its adoption, following an extensive process of national, regional and international consultations on safe, orderly and regular migration, thus taking an important step towards establishing a “Global Social Contract”. However, the adoption of the GCM is only the first step: 2019 will be a crucial year for governments and all relevant actors at local, national and international levels to begin putting the “Global Social Contract” into action.

The GFMD’s role has been formally acknowledged in the Global Compact in terms of the role it has played in the past as a platform. The GCM has also recognized the role that the GFMD can play in the future as part of the implementation and review of the GCM.

Sub-themes with cross-cutting emphases. Under the overarching theme, the debates were structured around three sub-themes, each systematically mainstreaming human rights, gender perspectives, whole-of-government and whole-of society approaches.

1. **“From vulnerability to resilience: recognizing migrant women and men as agents of development.”** This topic was chosen because states and other stakeholders are called to focus on the means to maximize the capacity and resilience of all migrants, while acknowledging their possible vulnerability. The roundtables were the occasion to discuss the risks and related factors that may lead to vulnerabilities, at any stage of their migratory journey (i.e. in the transit and host countries), while being able to promote understanding of migrants as potential positive contributors to local and national development. This way, the perception of migrants as a burden may gradually be changed, so that they are considered as a driving force for development and socio-economic inclusion.

⁹³ See also the official report of the GFMD 2018, available at www.gfmd.org

2. **“Regional mobility to promote transferable learning and policy coherence.”** Most, if not all, countries in the world are countries of origin, transit and destination, albeit to varying degrees. The problematic of roundtables relating to this theme is how to use this human mobility for development at national and regional levels.
3. **“Good migration governance for sustainable development”.** In this theme the roundtables were devoted to tackle the issue of “migration by necessity”, and its relationship with the implementation of the 2030 Agenda for Sustainable Development, as its goals (a) recognize the complex two-way nexus between migration and development, and (b) point out that development does not take away the need or desire to migrate, but contributes towards ensuring that migration takes place in a safe, orderly, and regular manner.

A first-time accent on regional mobility.

The thematic about regional mobility was featured in the GFMD for the first time. We chose this topic because Morocco is very involved in the regional consultative processes, and also because we felt that the focus of migration policy and research has been on South/North mobility patterns. However, the majority of human mobility happens within a country and between countries of the same region.

For instance, Africa has developed intra-regional mobility frameworks such as the *Migration Policy Framework and Plan of Action (2018-27)*. Regional discussions on migration, like the Economic Community of West African States (ECOWAS), the Southern African Development Community (SADC), the Association of South-East Asian Nations (ASEAN), and MERCOSUR, make for some of the most prominent multilateral cooperation on migration issues.

South-South migration is estimated to account for 69% from Sub-Saharan Africa. Also South-South migration is overwhelmingly intraregional. The share of migration to other developing regions is likely negligible in all regions except in South Asia.

The roundtables relating to this topic were well received; in fact, we had a lot of countries competing to be Co-Chairs of these roundtables.

“The thematic about regional mobility was featured in the GFMD for the first time. We chose this topic because Morocco is very involved in the regional consultative processes, and also because we felt that the focus of migration policy and research has been on South/North mobility patterns. However, the majority of human mobility happens within a country and between countries of the same region.”

IV. Key outcomes of GFMD 2018⁹⁴

Now a “Mayors Mechanism” for the GFMD. The Moroccan Co-Chair formalized the relationship between local authorities participating in the Mayoral Forum on Human Mobility, Migration, and Development (“Mayoral Forum”) and the GFMD, through the establishment of a “Mayors Mechanism” for the GFMD.

This big step forward was taken because in the last few years we have witnessed an increased awareness and recognition of the role of cities and local governments in addressing global governance challenges, from climate change to economic development and international migration. Governments cannot achieve the goal of “safe, regular and orderly migration” without embracing a whole-of-government approach that would include local authorities as the *first responders* to migrants’ needs. Several policy frameworks, such as the 2030 Development Agenda, the Paris Agreement, the Addis Ababa Agenda for Action and the GCM have acknowledged the decisive role that global governance plays in achieving global aims. Localized sustainable solutions are needed to leave no one behind.

A Youth injection. We also recognized the importance of youth participation in GFMD activities. A thematic workshop entitled “*Children and Youth on the Move: Implementing Sustainable Solutions*” was organized in partnership with UNICEF. Moreover, a youth delegate was invited during the 11th Summit in Marrakech to share her personal experiences. She highlighted the fact that children are strong and resilient. With the right support and in the right environments, they have immense potential to drive change.

“In the last few years we have witnessed an increased awareness and recognition of the role of cities and local governments in addressing global governance challenges, from climate change to economic development, and international migration.

Governments cannot achieve the goal of ‘safe, regular and orderly migration’ without embracing a whole-of-government approach that would include local authorities as the first responders to migrants’ needs.”

⁹⁴ *ibid.* See also Table 2 of this publication.

Cannot do it without research. The Moroccan Co-Chairmanship placed a strong focus on research and engaged with academics throughout the year. For the first time in the history of the GFMD, a workshop was dedicated specifically to researchers. Indeed, during the Eleventh GFMD Summit, a workshop on the migration challenges and stakes of Morocco, between Africa and Europe, was organized by Researchers on Migration.

Other outcomes during the year:

- **At the global level,** the GFMD Chair had the opportunity to attend and interact with Member States and international organization representatives during the main international meetings relating to migration, such as the annual UNDESA Coordination Meeting, IOM's International Dialogues on Migration, and the HLPF.
- **At regional level,** a lot of meetings were held with the African Group, in order to brief African countries about the GFMD objectives and collect their proposals. Other meetings were held with the Regional Consultative Process of the Arab States League.

V. Thoughts and advice for future Chairs, in solidarity

1. **Strengthen the dialogue** between States on migration and development issues.
2. **Integrate, more and more, the other stakeholders** (international organizations, civil society, private sector, local authorities, academia, young people)
3. **Energize the debates within the GFMD;** they should be more interactive and less formal; we must avoid official statements.
4. Finally, **it's time to leverage the Platform for Partnerships** to make the GFMD truly a catalyst for multi-stakeholder partnerships.

Some final personal reflections

At a personal level, serving in the Chairmanship is a rewarding experience; I've realized how important it is to deal with migration issues in a comprehensive way and in a multilateral and multi-stakeholder approach. Unilateral approaches can no longer be an answer to such a global phenomenon.

The GFMD process allowed me to engage my department in the implementation of the international frameworks related to migration, such as the Agenda 2030.

Beyond chairing the GFMD. I've continued to follow the news of GFMD after the end of my mission in the GFMD Chairmanship, despite being called to a new high position at the local level. What I learned as part of my previous mandate was of great benefit to me once I exercised local authority. Migration and migrants have a positive impact first on the local level.

The GFMD role in highlighting and building convergence. Regarding the role of the GFMD in the overall governance of migration and the development of international legal frameworks on migration, I can tell you that to answer this question, in the Chairmanship I sponsored the GFMD *10-Year Review* that was completed and presented at the session on the "Future of the Forum" at the Summit in Marrakech.

I have seen, therefore, that it is thanks to the work of the GFMD that the international community has been able to include migration in the 2030 Agenda, which called for a regular, orderly and safe migration in Objective 10.7.

The GFMD has been further instrumental in paving the way for other advances in international cooperation on migration and development, including the adoption of the New York Declaration, advances which helped launch the process of developing the two UN Global Compacts.

And the GFMD then participated directly in the process of both developing and negotiating the GCM. In addition to the two GFMD Summits "along the way", in 2017 and 2018 the GFMD was able to produce a *thematic recollection* to feed the stocktaking meeting that took place in Mexico in December 2017, as states prepared for the drafting and negotiation processes of the Global Compact for Migration, which was adopted in December 2018 in Marrakech.

"... serving in the Chairmanship is a rewarding experience; I've realized how important it is to deal with migration issues in a comprehensive way and in a multilateral and multi-stakeholder approach.

Unilateral approaches can no longer be an answer to such a global phenomenon."

A last word on GFMD and the GCM. With a view towards the implementation of GCM, the GFMD can provide a forum for governments to convene and engage in dialogue on migration and development in a comprehensive way and in a spirit of trust. The GFMD must continue in its current informal, inclusive, multi-stakeholder and non-binding character. Member States must exercise their ownership in shaping the GFMD's attitude towards the GCM, to clearly define its added value as part of a post-GCM architecture that is adaptable and works on multiple governance levels.

Finally, the **UN Network on Migration** should be the new connection between the GFMD and the UN. Therefore, the current environment, combined with a new role for the GFMD in supporting the implementation of the GCM, creates a space for experimentation and entrepreneurship, for seizing the informal nature of the process to test new formats, initiatives and forms of partnership.

“Member States must exercise their ownership in shaping the GFMD's attitude towards the GCM, to clearly define its added value as part of a post-GCM architecture that is adaptable and works on multiple governance levels. The UN Network on Migration should be the new connection between the GFMD and the UN.”

The Pivot to Practice in an era of Implementation

12TH GFMD, ECUADOR 2019⁹⁵

- What follows is a testimonial⁹⁶ by H.E. Ambassador Santiago Javier Chávez Pareja, GFMD 2019 Chair
- See also Table 1 for the themes of all the GFMDs, and Table 2 for snapshots of each GFMD's *first-time* themes, institutional change, key inputs and international outcomes.

I. The decision to Chair the twelfth GFMD

With the purpose of continuing with the fruitful work that has been carried out at the national and regional level, the Government of Ecuador, as the driving force behind the “Quito Process” on Venezuelan migration, assumed the Chairmanship of the Global Forum on Migration and Development (GFMD) in December 2018 with great expectations in Marrakech.

This has been a significant challenge and an honorable responsibility, especially, as we noted in the first part of this book, where the work we have all done thus far—and both urgency and opportunity in so many directions—call us to “pivot to practice” in a new “era of implementation. The Forum is an important space for dialogue, analysis and consensus-building. It follows a fruitful path that has been evolving since 2007, constantly looking for solutions on migration issues. This year’s work culminates now in a positive way, with the same spirit of generosity and solidarity that is characteristic of Ecuador, along with the satisfaction of having contributed to the joint effort of all participants to improve the world.



⁹⁵ Documents of the programme and activities of the Chair, states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

⁹⁶ Except where indicated otherwise, these testimonials are presented verbatim, as submitted for this publication by each contributor, except for minor edits for length and formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the testimonials. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the testimonial.

II. Institutional priorities

- *Table 2 of this publication illustrates institutional innovations this year and of all prior GFMDs, as well as key and new thematic emphases, inputs and outputs.*

The work carried out this year focused on underpinning and strengthening the institutional structure of the Forum; supporting innovative initiatives, including the UN Migration Network. This year we introduced a significant number of novelties aimed at achieving the substantive priorities contained in the Concept Note, which marked the Chairmanship's road map during its year in office.

III. Key themes of the twelfth GFMD in Ecuador

- The themes of all government GFMD Summit programmes, including roundtables and other sessions, are presented in Table 1 of this publication.⁹⁷

The overarching theme of the Ecuador Chair of the twelfth GFMD is "Sustainable Approaches to Human Mobility: Upholding Rights, Strengthening State Agency, and Advancing Development through Partnerships and Collective Action."

The overarching theme of the Ecuador Chair of the twelfth GFMD is "Sustainable Approaches to Human Mobility: Upholding Rights, Strengthening State Agency, and Advancing Development through Partnerships and Collective Action."

The Ecuadorian Chairmanship strived for diversification of debates, bringing them to the different regions by organizing multiple workshops across the world. This motivated a wider and greater participation of multiple actors, as well as the gradual incorporation of new ones, for instance, representatives from the academia and young leaders. Youth participation in the Forum's activities follows the path started during

the Co-Chairmanship of Germany and Morocco in 2017-2018.

IV. Thoughts and advice for future Chairs, in solidarity

The task to chair the GFMD has been arduous. It has required overcoming serious limitations, some of which are related to structural aspects, including the financial situation of the Forum, which must be addressed as soon as possible in order to find immediate solutions.

The power of exchange. From the point of view of the Chair-in-office, the GFMD is a fundamental asset that must be preserved, as it possesses an immense value that

⁹⁷ All official documents of the Chair and this twelfth GFMD are available at www.gfmd.org

has not yet been sufficiently harnessed. It is undeniable that the Global Forum has substantial advantages to advance constructively in its field of action. Based on different approaches and perspectives, the Forum offers evidence based on analysis, exchanges of good practices, and solutions in the context of migration and development.

For solutions and transformation. Migration is now at the top of the international agenda of countries and entities at the global level. Therefore, it seems indispensable to continue learning and uncovering aspects in order to improve the actions of the international community as a whole. It is also necessary to strengthen financial and technical cooperation; and the coordination among actors, as well as to make use of the new tools offered by technology. Innovation is needed to adapt responses to real needs. We believe that this way we will be able to offer right and timely solutions that we all need.

The GFMD is at the center of the international debate on migration and development. As one of the main protagonists, the GFMD has the capacity to contribute to the advancement of the great transformations that are needed. The dynamics of migration and its nexus with development demand this type of action.

That is why the 2019 GFMD Ecuadorian Chairmanship is convinced that it is time to persevere in the institutional strengthening of the entity and in the incorporation of new actors. It is also relevant to find structural solutions to the difficulties to avoid that - in a short or medium term - this space becomes inequitable and unequal, which could result in an undesirable reduction in participation and a possible decrease in its credibility.

Collective tackling. The Ecuadorian Chairmanship believes that strategic actions must be implemented to make existing individual efforts – undertaken sometimes in a dispersed manner - more effective. This particularly refers to efforts dealing with issues related to migration and politics; migration and social communication; migration and climate change; migration and investment for development; migration and education, etc. Experience shows that migration issues must be tackled collectively, not individually, in order to achieve better results.

Some final personal reflections

To the best extent possible, the GFMD should encourage building of consensus. In a significant way, consensus reflects constant work, interaction and flexibility, as well as processes of analysis and the will to achieve results. Yet, the desired consensus should be built on the consideration of constitutional and legal frameworks of each country along with international reference instruments (some of which are not legally binding), and also existing specific interests.

Strength for achievement. To strengthen the institutional framework of the Forum is a key element for its future. Joint efforts, coherence, inclusion, transparency, participation coupled with a certain degree of ambition will enable the completion of achievements, which will grant greater visibility worldwide.

As 2019 Chair of the GFMD, I would like to express the gratitude of the President of the Republic of Ecuador, Mr. Lenin Moreno, Minister of Foreign Affairs and Human Mobility, Ambassador José Valencia, as well as my own, to all those who have collaborated in the fulfillment of this important task entrusted to Ecuador. At the same time, let me highlight the satisfactory results achieved by the Chairmanship during the year 2019.

Ultimately, peace. I am sure that the future of the Global Forum on Migration and Development will be promising and will decisively contribute to achieving the objectives that, with certainty, are aligned with the permanent desire shared by most countries and stakeholders worldwide, namely, to contribute throughout efforts in the migration field towards building of a more peaceful world.



The Task Force of the 2019 Ecuadorian Chairmanship of the Global Forum on Migration and Development wishes you a successful Quito Summit.

Featuring, from left to right:

Mr. Sebastián Fonseca, Ms. Lilibeth Romero, Ms. Jenny Donoso, H.E. Ambassador Santiago Chávez Pareja, Mr. Nelson Torres, Mr. Maksim Roskin, Ms. Milena Vucinic and Ms. Daniela León.

VOLUME 2.
VISION FROM THE GFMD
INTEGRAL NON-STATE
PARTNERS

CHAPTER 1.

NON-STATE PARTNERS AND VISION

The GFMD has always had a tremendous volume of vision.

Indeed, it was born from vision in the first UN High-level Dialogue on International Migration and Development in 2006, and has not lacked for vision since.

Not all with the same vision. The vision has not always been consistent; some has been controversial and at times even confrontational. Institutionally and thematically, there have been significant points of difference: from one Chair to the next, between states of different regions or migration and development situations, and among different stakeholders. But as the testimonials in the preceding section made clear, vision has nonetheless been constantly presented, considered and adopted, with much evolution of both the focus and structure of GFMD activities.

Who sees what? Vision for each GFMD has been a particular, though not exclusive prerogative of each Chair, working closely with the Troika and Steering Group. To name only some, it was vision of Belgium that led the first shaping of the Forum; vision of the Philippines as Chair in 2008 to introduce a central emphasis on migrant rights; vision of Greece to mainstream migration into development; vision of the Mexican Chair in 2010 to underline shared responsibility and real-world partnership with a morning of "Common Space" for states and civil society to interact directly within the Summit programme (further vision by the Bangladesh Chair to expand it to a full day in 2016); vision of the Swedish Chair in 2013 - 2014 to host a meeting of the private sector during the Summit; vision of the Turkish Chair in 2014 - 2015 to propose the GFMD discuss refugees and forced migration; vision of the Bangladesh Chair in 2016 to take up governance of migration, and vision of the Ecuador Chair to introduce a full focus on mixed migration this year.

Meetings of the Troika, Steering Group and Friends of the Forum also have taken up vision with fair regularity—no matter who presented it. However, with the exception of the Friends of the Forum, all of these meetings have always been

emphatically states-only, with a few exceptions by invitation. Only the Friends of the Forum has included observers, almost all of whom were representatives of intergovernmental or other international organizations and, for years, just ICMC as Coordinator of civil society for the GFMD⁹⁸.

From the very beginning, vision for the GFMD was also invited for consideration at each Summit during sessions on the “Future of the Forum”, but those too were, as a rule, states-only, again with just a few exceptions by invitation. It was here that the Swiss Chair in 2011 and Mauritian Chair in 2012 presented the results of the two assessments of the GFMD that a committee of states had prepared, with recommendations and vision for future GFMD processes. Widening to a states-led but not states-only approach, the *10-year Review* that Ambassadors Conejos and Gnesa facilitated in 2018 presents vision more deliberately consolidated from states and other stakeholders.

Seeing, seeking and seating stakeholders. As described in the earlier section on the “GFMD Journey”, other than UN and other intergovernmental entities, the very first vision of most Member States (and many others) for the GFMD foresaw *zero* direct participation in the GFMD by civil society or other non-state actors, except upon invitation—almost exclusively for individual experts.

But with civil society knocking insistently on the door, it was the immediate vision of the founding GFMD Chair Belgium—with some support but against significant opposition—that opened a one-day (but still mostly separate) meeting for civil society linked to that very first GFMD in 2007. Further vision by the Philippines Chair expanded the civil society space to two days the following year.

It was persistent vision—and a new format—that finally brought business in as an organized partner in 2015-2016; and vision inspired by another Forum, the Mayoral Forum on Human Mobility, Migration and Development, that welcomed organized mayors institutionally to the GFMD in 2018⁹⁹.

These three groups are now considered “integral non-state GFMD partners.”

Mainstreaming the key stakeholders. In fact, every assessment of the GFMD, whether by the states in 2011, 2012 and 2018 (i.e., the *10-Year Review*) or by civil

⁹⁸ In 2016, under the Bangladesh Chair of the 2016 GFMD, a second civil society movement was admitted to regular participation in Friends of the Forum meetings: the Peoples Global Action on Migration, Development and Human Rights (PGA), because of its role over the years in coordinating important civil society meetings parallel to and feeding into both the official GFMD Civil Society Days and the Summit itself. The GFMD Business and Mayors Mechanisms have also since joined as regular participants in Friends meetings.

⁹⁹ For more, see the presentation of the Mayors Mechanism perspective in the final section of this Volume.

society in 2010¹⁰⁰, 2012¹⁰¹ and 2014¹⁰²; the final report and Declaration respectively of the HLDs at the UN General Assembly in 2006 and 2013; each GFMD Summit report, and the *Sutherland Report* of 2017¹⁰³ have all emphasized the importance to the GFMD of multi-stakeholder participation.

What is striking is that every one of the testimonials presented in Volume I here from every year of the GFMD thus far emphasize the same thing, many specifically referring by name to all three of these groups. With a view to finding common ground, pivoting to practice, and collective action in an era of implementation, the Ecuador Chair for GFMD concurs emphatically.

The next three chapters present how the three groups see their participation, and their vision for the GFMD in their own words¹⁰⁴. Following the release of this publication, these perspectives and aspirations will inform the future deliberations of the GFMD supporting structures: the Troika, Steering Group and the Friends of the Forum.

¹⁰⁰ *State of the Art Review: Towards Global Governance of Intergovernmental Recommendations and Conclusions* (Maas and Koser The Hague Process on Refugees and Migration, July 2010); noting among other things the absence—and need—of local authorities and the private sector in international processes on migration.

¹⁰¹ *Study of the Outcomes and Impacts of the Global Forum on Migration and Development Civil Society Days* (Social Impact, Inc., for the MacArthur Foundation, November 2012)

¹⁰² *Global Migration Governance: A Decade of Change?* (United Nations University, May 2014); with particular focus on the GFMD and civil society organizing.

¹⁰³ The seminal *Sutherland Report* presents thematic and institutional analysis and 16 recommendations (with nearly 60 specific actions) proposed by Sir Peter Sutherland, first UN Special Representative of the Secretary-General for International Migration.

¹⁰⁴ The perspectives of these three non-state GFMD partners are presented verbatim, as submitted for this publication by the contributor, with only minor edits for length, formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the several contributions in this publication. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the contributions.

CHAPTER 2. CIVIL SOCIETY

VISION, CONFIDENCE—AND URGENCY FOR GFMD WORK AHEAD

ORGANIZED CIVIL SOCIETY IN THE GFMD¹⁰⁵

Migrants, refugees, diaspora and their associations; human rights, development and faith-based NGOs; trade unions and workers organizations, think tanks, academics; And youth.

ACTORS AND FRONT-LINE PARTNERS IN MIGRATION AND DEVELOPMENT

¹⁰⁵ The website for the GFMD civil society organizing is <http://gfmdcivilsociety.org/>. Documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.



- What follows is a civil society perspective¹⁰⁶ consolidated by the International Catholic Migration Commission (ICMC), the Coordinating Office for the GFMD Civil Society Days and overall civil society mechanism, with inputs by the Civil Society International Steering Committee (ISC)

I. Thinking about the Evolution and Relevance of the GFMD

Does it make sense to question the future of an international mechanism that is barely 13 years old, has a good record and has so far proved useful? According to civil society the answer is No.

Does it make sense to make such an instrument fit for purpose? According to civil society, the answer is Yes.

The Global Forum on Migration and Development (GFMD), whose first Summit was organized in Brussels in July 2007, has often been described¹⁰⁷ as a state-led, informal and non-binding international process, a place or platform where often contro-

¹⁰⁶ This vision is presented verbatim, as submitted for this publication by the contributor, with only minor edits for length, formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the several contributions in this publication. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the contribution.

¹⁰⁷ See in particular the home page of the GFMD at www.gfmd.org

GFMD CIVIL SOCIETY DAYS

2018



“A process first proposed as ‘states only’, with lip-service or symbolic civil society participation, has made substantial strides towards becoming genuinely multi-stakeholder.”

versial or difficult migration-related issues can be discussed in a conducive and non-intimidating environment. A process first proposed as “states only”, with lip-service or symbolic civil society participation, has made substantial strides towards becoming genuinely multi-stakeholder.

Done now? There is a need to respond immediately to one of the arguments used by some among the GFMD skeptics that the GFMD completed its purpose by creating the conditions

and the environment for the adoption of the GCM. Now, the GCM has its own review and follow-up mechanisms, both globally (the International Migration Review Forum, IMRF) and regionally (the Regional Migration Review Forums, RMRFs). In addition, the UN Secretary-General has created the UN Network on Migration, which coordinates the migration activities of all UN agencies. So, in short and according to those voices, international migration has today its own formal implementation mechanisms, which makes the GFMD redundant and unable to compete. Not long ago an almost empty field, international migration has now become a crowded one.

Civil society to GFMD: keep up the good work. In response, civil society maintains that given the dimension and sensitivity of migration, given the lack of reliable data, the political bickering around human mobility, and the profound divide between origin and destination countries on the matter, the international migration field is not too crowded. What is important is that each mechanism (the IMRF, the RMRFs, the

UN Network on Migration, the GFMD, as well as others) has its own identity and purpose, which complement but do not overlap the others.

What international migration needs is a fluid and open dialogue among states, and among states and other stakeholders, which leads to concrete steps forward and a sense of both global and national ownership. When stalemate is reached in one of the mechanisms, the others can creatively provide a platform to move forward, even in informal ways.

When governments are not ready to reach a compromise on a specific issue, the discussion can continue at a different level and with different dynamics. Different paths to reach one's goals are better than one, especially when one or two paths constantly risk being obstructed.

Paragraph 51 of the GCM explicitly provides opportunities and challenges for a renewed and reinvigorated GFMD. Among the opportunities, we can mention the simple fact that what has become the central piece of the new international migration governance system, i.e. the GCM, formally recognizes the benefits and contributions brought by the GFMD.

So, in short, the GFMD can easily demonstrate its own relevance as long as it is clear on its identity, the purpose it serves and how it can creatively interact with the other mechanisms.

“The GFMD has contributed to facilitating a rather positive international debate around migration and has helped pave the way for the adoption, in December 2018, of the Global Compact for Safe, Orderly and Regular Migration (GCM).”

Plusses of the GFMD

1. One of the GFMD's plusses, compared for example with the IMRF but also the UN Network on Migration¹⁰⁸, is its **capacity to reach out to almost all states; these days, for example, whether they have “acceded”¹⁰⁹ to the GCM or not.**

¹⁰⁸ The UN Network on Migration is not an inter-governmental process. It was created by the UN Secretary-General before and independently from the adoption of the GCM, but its focus and thematic priorities are aligned with the GCM.

¹⁰⁹ Formally, there is no “accession” to the GCM, since it is not an international treaty, but a non-binding document.

2. Precisely because it was **flexible, informal and non-UN**, the GFMD was able to evolve mainly thanks to internal inputs rather than external pressure. Initiatives were taken by key GFMD-related actors rather than uninformed and sometimes biased outsiders, with leadership of government and civil society migration experts rather than politicians.
3. True to its name, the GFMD has been **willing to build practical and conceptual bridges between development and migration**. While it can be said that one of the reasons the “development” aspect of the Forum was placed there right from the start was to make the environment conducive for states to be at ease with having a dialogue on migration, repeated efforts have been made over the years to engage development actors, and draw a direct link between migration and both the MDGs (Millennium Development Goals) and the SDGs (Sustainable Development Goals).
4. Its **capacity to move forward on both content and format**. The current format bears only a passing resemblance to the inaugural one, which is a testament to its willingness to evolve over time and to fit its intended purposes.
5. The GFMD has **contributed to facilitating a rather positive international debate around migration** and has helped pave the way for the adoption, in December 2018, of the Global Compact for Safe, Orderly and Regular Migration (GCM).
6. From our perspective, the GFMD is **one of the international processes where civil society has had its strongest voice** - not always heard by all governments, but still a respected voice.

Those are the most visible achievements of the GFMD. They are not small or marginal ones. The GFMD could not only find its own niche but also make a substantive contribution to the international dialogue and “standard” setting around migration governance.¹¹⁰ In any other context, those achievements would be sufficient by themselves to make the process viable and secure its future.

“From our perspective, the GFMD is one of the international processes where civil society has had its strongest voice - not always heard by all governments, but still a respected voice.”

¹¹⁰ Since the GCM is not binding, it strictly speaking does not set up standards. But it contributes to a common understanding of internationally agreed guidelines on migration.

But migration (and its link to development) has its own dynamics and momentums, with its cohort of powerful spoilers, skeptics and tepid supporters. The GFMD, beyond its visible achievements, also has shortcomings, which, need to be addressed, to make it fit for purpose, so that the Forum remains relevant and financially manageable.

II. GFMD shortcomings and recommendations

These shortcomings are precisely the main obstacles for the GFMD to display its true identity and increase its relevance. Certain steps already taken have improved the Forum significantly. So will the following recommendations.

1. Joint participation

Stakeholders brought in slowly. Until 2011, the GFMD was clearly government-dominated, with a rather symbolic civil society component attached to it that was organized by a private entity commissioned unilaterally by each year's Chair and host government. In part, the Peoples Global Action on Migration, Development and Human Rights (PGA), a self-organized civil society forum in parallel to the GFMD, proved that civil society could not only organize itself to engage with the GFMD, it also brought a more collective and substantive input to the annual summit due to its collective preparatory process.

Forward with civil Society. In 2011, a GFMD Civil Society Coordinating Office was created, managed by the International Catholic Migration Commission (ICMC), one of the early organizers of the PGA, and working closely with an International Steering Committee (ISC), composed of some 30 NGOs.¹¹¹ This was a turning point in many respects. First and most importantly, civil society was able to organize itself within the formal GFMD structure and decide about its own representation and agenda, which was not the case before (when the Civil Society Days were organized by a foundation chosen by each year's Chair).

The Common Space interface. Also, in the preceding year, a "Common Space", i.e. a formal dialogue between governments, civil society and other stakeholders, had been created within the GFMD Summit meeting itself, and from 2011 onwards civil society was able to give substantive inputs into its agenda and format.

"In 2011, a GFMD Civil Society Coordinating Office was created, managed by the International Catholic Migration Commission (ICMC)..."

This was a turning point in many respects. First and most importantly, civil society was able to organize itself within the formal GFMD structure and decide about its own representation and agenda, which was not the case before..."

¹¹¹ In the first years of the GFMD, this civil society group was called the International Advisory Committee (IAC).

Further forward with Business and Mayors. Since then, the role and space dedicated to civil society has grown, while other mechanisms, namely the Business Mechanism, after 2015, and more recently, the Mayors Mechanism, have joined the GFMD as full stakeholders.

But full partners? Since the last eight years have seen governments increasingly open to a genuine multi-stakeholder approach, what prevents the non-government mechanisms from becoming “partners, equals and co-partners in a joint endeavor”?

The first thing is that the main GFMD decision-making bodies, the Steering Group and the Troika, as well as the Chair, are exclusively in the hands of governments.

- **Recommendation 1:** A first step would be to **grant the three non-government mechanisms observer status in the Steering Group**, where most of the decisions are being taken. The coordinating offices of all three non-state mechanisms plus the PGA, already have observer status in the full Friends of the Forum (FoF) so extending it to the Steering Group should not pose any significant challenge.
- **Recommendation 2:** The second step would be **for the Chair to share before it is officially released, a draft of its annual concept note**¹¹². Commenting on the concept note after the fact reduces the capacity of the other mechanisms to substantially influence the agenda.
- **Recommendation 3:** Thirdly, the **non-state mechanisms should be given the opportunity to officially chair or co-chair GFMD thematic workshops**. For many years, non-state participants have already co-led various sub-themes during the Common Space with good result, so extending such lead roles to the thematic workshops should not pose any challenge.
- **Recommendation 4:** Finally, the **non-state mechanisms should formally be involved in the drafting of the annual GFMD Chair report**.

“The GFMD provides a place for ‘free’ discussion, including around contentious issues. While a ‘free’ discussion in a non-threatening, no-taboo environment is positive in itself, in particular for governments, it is not sufficient. The discussions must lead to some concrete outcomes, which has not always been the case.”

¹¹² The UAE, the GFMD 2020 Chair, has already indicated that it will do this.

2. Remaining informal while adopting implementable recommendations

The GFMD provides a place for “free” discussion, including around contentious issues. While a “free” discussion in a non-threatening, no-taboo environment is positive in itself, in particular for governments, it is not sufficient. The discussions must lead to some concrete outcomes, which has not always been the case.

- **Recommendation 5: The GFMD needs to slightly reshape its identity around remaining informal, while, at the same time, moving forward, with concrete recommendations to be implemented (on a voluntary basis).**

Clearly, the GFMD, because part of its DNA and profound identity is informality and flexibility, should not attempt to go along the road of standard setting. But informality does not prevent the Summit’s outcomes and recommendations from being concrete and measurable, from highlighting good practices and indicating how they could be replicated. And this is where all the four mechanisms must contribute, with a clear focus on follow-up.

- **Recommendation 6: Additionally, every “next” Summit must zoom back to the previous one and look at whether some progress has been made.** Without some genuine and systematic stocktaking, the GFMD will remain a place for a “productive conversation”, but with little impact on policies and practices.

3. Need stronger focus on good practices, for and outside GCM implementation

- **Recommendation 7: The GFMD should “build on experiences at all levels of migration governance to produce outcomes that are tangible, practical and accessible and can be replicated by governments and - as appropriate - other stakeholders.”¹¹³**

While the **GFMD Platform for Partnerships** has a policy and practice database, it is not always clear whether the initiatives described in the database are really direct outcomes from GFMD discussions or rather regular state or international organization-led activities re-labeled as GFMD. In addition, the replicability element is often either unclear or missing.

As already mentioned, the “**community of practice**” aspect is clearly one of the main pillars of the GFMD, precisely what makes it different from other processes.

¹¹³ GFMD 10-Year Review. *Op. cit.*

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This feature of the GFMD has been recognized by the **GCM**, which, in its paragraph. 51, has invited the GFMD “to provide a space for annual informal exchange on the implementation of the GCM, and report the findings, best practices and innovative approaches to the IMRF”, which the recent IMRF modalities resolution further reinforced.

The frequency of GFMD meetings offers value. As cited in paragraph 51 of the GCM, another opportunity is that the GFMD has yearly Summits and many meetings during the year, as compared to one Summit every four years for the IMRF.

By more systematically and more rigorously collecting best practices and encouraging replicability, and promoting innovation, the GFMD can directly contribute to the Progress Declaration of the IMRF. Above all, it can ensure that there is day-to-day ownership of migration by the international community, as compared to a rush of adrenaline every four years, six months before the IMRF. What happens in-between is as important, if not more important.

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- **Recommendation 8: Ensure that division on the GCM is not subtraction on the GFMD debate and outcomes.** The main challenge is that the GFMD’s Friends of the Forum government membership is composed of GCM signatories and non-signatories. The non-signatories are, quite logically from their perspective, opposed to turning the GFMD into an implementer of the GCM.

The rather creative solution found by the Ecuadorian GFMD 2019 Chair is to have in Quito a half-day dedicated to the implementation of the GCM, immediately after the formal closure of the GFMD Summit, but in the same venue and context. The non-GCM signatories can either not participate or participate as observers. Though not satisfactory for civil society, this compromise may well be the only way, in the current environment, to have non-GCM countries still engaged in international discussions around migration.

4. Member States: finances, seniority and whole of government

- **Recommendation 9: “Development” is also a word for finding funding!** Financially, the GFMD will not be viable if it does not have a reasonable level of funding. The fact that some high-income countries have never contributed, not even 1000 US\$, to the GFMD budget is in itself puzzling. How is it possible to come every year with an ambitious agenda and a myriad of activities and events with such a low – and poorly funded – budget?
- **Recommendation 10: “Fix a mix” more strategically of senior officials and experts from government.** There is a need for real seniority in government representation. Capitals are not always present, and ministers are rarely present. Seniority directly determines the national interest in a process.

Given the laboratory nature of the GFMD, it would be helpful if people with an expert background accompanied decision makers. For most governments, the GFMD is either in the domain of Foreign Affairs or Interior (or the ministry dealing with migration). Other relevant ministries, like Labor, Education or Health, are often not aware that discussions around their portfolio are being discussed in the GFMD. One way of reaching out would be to design thematic priorities in a way where no meaningful discussion could take place without the presence of civil servants and experts from other ministries, for example on labor-related issues. The whole-of-government approach¹¹⁴ urgently needs to become a reality rather than remain an aspiration.

5. GFMD meetings, activities and Chair-related issues

How to be “the sum of the parts”? While the vast majority of GFMD meetings are substantive, they rarely “add up” and are often one-off events, disconnected from or insufficiently related to the others.

Part of the problem is that there might be too many GFMD activities during the year. A packed calendar, if properly managed, is not in itself a bad thing. But very often, the Chair is not given sufficient additional resources by its own government, and

¹¹⁴ Unfortunately, it was similar during the negotiations of the GCM and probably other processes. It may well be a problem for most of the international mechanisms.

“Financially, the GFMD will not be viable if it does not have a reasonable level of funding.

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How is it possible to come every year with an ambitious agenda and a myriad of activities and events with such a low – and poorly funded – budget?”

“The GFMD Support Unit, administratively hosted by IOM, is also quite thin on the ground and would benefit from one or two more staff members, and perhaps could play a more prominent and central role such as Secretariat.”

organizing the many GFMD activities is resource intensive. Delegating the organization of thematic workshops to other governments solves the problem of resources but does not necessarily create a link with the other events, thus leaving a structural problem of coherence and consistency. Invitations to civil society are chronically late and often ad hoc.

- **Recommendation 11: Engines run best when their parts work together.** Civil society participation throughout the year needs to be better defined and facilitated by the Chairs, who over the years have been able to rely on the civil society mechanism to coordinate civil society participation in all these in a cohesive and streamlined manner.

The GFMD Support Unit, administratively hosted by IOM, is also quite thin on the ground and would benefit from one or two more staff members, and perhaps could play a more prominent and central role such as Secretariat.

- **Recommendation 12: re-examine and increase resources, including to the Support Unit,** to assist the Chair, other states and the non-state mechanisms in strengthening the organization, coherence and continuity of GFMD meetings.

Every year, the GFMD has renewed ambitions, but it does not take sufficiently into account the unavoidable learning curve for the new Chair’s team and the differences in resources and budgets from one Chair to the other.

The vast majority of the GFMD Chairs have been part of the core group of active Member States, which should facilitate a smooth handover from one year to the other and compatible thematic priorities. Actually, however, the handover has rarely led to the next Summit building on the previous one. So, the GFMD has not developed its full potential to be an incremental process. An early appointment of the following year’s Chair can indeed make the transition easier.

- **Recommendation 13: Renew exploration of concrete steps or models that can help earlier identification of a sequence of Chairs.**

Closing reflections and vision

Obviously, civil society must also do its homework. Despite civil society's many contributions to the accomplishments of the GFMD, our own Civil Society Day(s) organization has had some flaws and our contribution to the Common Space has not always led to a meaningful agenda and concrete recommendations.

On the positive side, civil society has been incredibly engaged and, above all, proactive. It has also taken a number of initiatives to make the GFMD more interactive and result-oriented. All these initiatives have contributed to a renewed identity, and to a clearer positioning of the GFMD as a place for a frank dialogue among partners.

Indeed, civil society chose to engage with governments, challenging them when it was necessary, but avoiding a sterile confrontation and non-constructive criticism. This approach has been favored by a large majority of civil society organizations, although it has not been unanimous.

Civil society never had a problem of lack of participants. There were always hundreds of civil society groups willing to have a dialogue with governments, to share their experiences and learn from others. The question was never how many would register, but how many we would have to turn away, for lack of space and indeed funding. For example, for Marrakech last year, we received over 1200 applications, most of them meeting the registration criteria, while there was room and budget for no more than 300 participants (actually, 298 were in attendance).

The path to partnership. The GFMD has gone from one process where civil society organizing was overseen by governments and government-appointed foundations, to a mechanism where civil society is in control of its own agenda, self-selects its participants and can, to some extent, influence the overall GFMD agenda. This has been made possible because civil society advocated for increasing independence and roles, states progressively responded and gave that additional space to civil society, and states began to see the important added value in having civil society, and later on the private sector as well as mayors and local authorities, as partners.

“Civil society chose to engage with governments, challenging them when it was necessary, but avoiding a sterile confrontation and non-constructive criticism. This approach has been favored by a large majority of civil society organizations, although it has not been unanimous.”

“Civil society is also partly responsible for a GFMD which is insufficiently connected from one year to the other, and throughout a given year.

The main civil society shortcoming has been inadequate follow-up after each of the Summits.”

Joint accountability. Civil society always wants governments to be more accountable, but accountability goes both ways.

The beauty of the GFMD is that because it is a relatively transparent process and because the relationship between the four mechanisms has been quite fluid, it should not be difficult to work on “measurables” which can precisely apply to all partners. With a clear focus on practices and innovative approaches, civil society can present its activities, which can then be scrutinized by the others and indeed “filtered” by the Platform for Partnerships, which can be given additional responsibilities. Since most of the funding for the GFMD Civil Society Days and participation in Common Space comes from governments,

this has led to detailed financial and substantive reporting, which is another form of accountability. This can be further developed.

The challenge of follow-up and connection between Summits. Finally, civil society is also partly responsible for a GFMD which is insufficiently connected from one year to the other, and throughout a given year.

The main civil society shortcoming has been inadequate follow-up after each of the Summits. Partly for financial and resources reasons, civil society has put too much emphasis on the Summits themselves, instead of organizing preparatory meetings, which can be either thematic or regional.

A vision that answers the questions we started with a few pages back: Civil society strongly believes that the GFMD has a future, a meaningful one. The GFMD has a relatively clear identity, a niche and an added value compared to other processes. Both a legacy and a promise for the future, the GFMD has been able to evolve and grow, thanks to its own internal efforts and its capacity to adapt.

Governments have been willing to open the GFMD space to other actors and this has been one of its main trademarks. But work still needs to be done for the GFMD to be fully multi-stakeholder, while acknowledging that the governments will and should remain in the driving seat.

“Civil society strongly believes that the GFMD has a future, a meaningful one. The GFMD has a relatively clear identity, a niche and an added value compared to other processes.”

CHAPTER 3.

EMPLOYMENT AT THE HEART OF MIGRATION AND DEVELOPMENT, EMPLOYERS AT THE TABLE

THE GFMD BUSINESS MECHANISM¹¹⁵

A source of energy and focus for the GFMD

¹¹⁵ The website for the GFMD business mechanism is www.gfmdbusinessmechanism.org. Documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

- What follows is a business perspective¹¹⁶ by Mr. Austin Fragomen, Chairman, GFMD Business Advisory Group

I. Why a Business Mechanism for the GFMD

Agents of development. Migration policy is a front burner issue all over the world. But often overlooked or relegated to secondary consideration in highly politicized migration debates is the essential contribution of well-regulated labour migration frameworks to competitiveness and economic development.

Successful labour migration and development strategies require the participation of the private sector entities that regularly interface with migration systems and are therefore well placed to bring real world experience to the table. Unfortunately, this business perspective has often been neglected in global policy debates –a shortcoming that key governments sought to redress with the establishment of the Business Mechanism in the GFMD.

¹¹⁶ This vision is presented verbatim, as submitted for this publication by the contributor, with only minor edits for length, formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the several contributions in this publication. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the contribution.



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II. Business perspectives on Labour Migration

The private sector is a broad and diverse entity, comprising many different groups with different interests: employers, recruiters, employers’ federations, multinationals, start-ups, entrepreneurs and small and medium sized enterprises. All companies, in all industries, in all regions agree on the basic framework of issues to be addressed in migration policy and have a common interest in transparent and effective regulatory frameworks.

Businesses need effective and predictable migration frameworks. The overriding goals of the Business Mechanism are encouraging migration as a source of development, assessing skill competencies and matching skills with employment oppor-



tunities, developing partnerships to develop skills suitable for migration, promoting circular migration and averting the negative impact of the brain drain, and developing strategies to capture the power of remittances.

Businesses see well-regulated migration as an economic imperative. Companies have various business interests linked to migration policies: filling skills shortages, facilitating intracompany transfers and short-term assignments, creating a level playing field in recruitment processes and protecting the rights of existing and potential employees, and ensuring diversity in the workplace.

Continued access to the right skills and experience is one of business's biggest concerns and investing in talent acquisition and skills development is a priority. Overly restrictive migration policies hamper growth. If skills are not available locally and hiring talent from abroad becomes too costly, companies, particularly small and medium enterprises (SMEs), cannot compete and create new jobs. Companies around the world are facing skills and talent shortages. By some estimates, in the next ten years the shortage of around 85 million people could cost trillions of dollars in lost economic opportunity. The global manufacturing industry alone could experience a deficit of almost 8 million workers¹¹⁷.

Equally important is the need for well-functioning **legal pathways for employment** to help counter irregular and unlawful recruitment practices. Companies alone cannot solve this problem, but they can – and already do – support governments in promoting regulations and enforcement mechanisms to ensure responsible recruitment. Business is already sharing expertise with policy-makers in identifying long-term solutions and to facilitate transitions from the informal to the formal economy.

Organized paths for workers at all skills levels. Businesses have long called for well-designed migration systems that are predictable, efficient, transparent and

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117 “The Global Talent Crunch”, Korn Ferry Institute, May 2018

encompass a range of mechanisms to meet labour needs at all skill levels. This includes programs that promote legitimate business travel and international trade; high-skill categories that help organizations fill managerial, executive and top research jobs with the most qualified candidates regardless of citizenship; categories for the movement of employees between related companies within multinational organizations in order to promote international trade; bilateral and multilateral trade provisions that facilitate the movement of workers among signatories and accommodate trade partnerships and regional relationships; and categories for short-term assignments. Well-designed systems must be flexible enough to keep pace with evolution in business models and fluctuations in labour market needs.

Users, stakeholders and partners. Businesses are frequent users of national migration systems. Their experience with the practical workings of immigration laws, procedures, and policies, as well as knowledge of emerging market and staffing trends, make them both a source of important information to governments and international organizations and a major stakeholder in the formation of migration policies. In short, the participation of the private sector is essential to the development of well-regulated migration systems. Companies are of course able to present their views to national governments, but until the creation of the Business Mechanism to the GFMD, they have lacked appropriate channels at the multilateral level.

III. Snapshot of the Creation and Contribution of the Business Mechanism

Empty Chairs at empty tables. In the early years of the GFMD, a number of efforts were made to engage business leaders. But despite invitations to participate in civil society delegations to thematic meetings, regional initiatives, informal consultations and roundtables, the business seat at GFMD tables all too often remained unfilled. In these meetings, the time allotted to business interventions was brief, and the business voice was usually subsumed in the wider concerns of numerous other organizations.

The Sweden-Switzerland-Turkey-led jump. A turning point occurred in 2015 when the Turkish GFMD Chair and Government of Switzerland built on the efforts by the previous Swedish GFMD Chair to act on the recommendation of the GFMD assessment from 2011-2012 and facilitate the meaningful participation of business. Thus, at the 8th annual GFMD Summit held in Istanbul in 2015 the GFMD Business Mechanism was endorsed with the aim to include private sector in GFMD policy dialogues.

The International Organisation of Employers (IOE) was given the mandate to host the GFMD Business Mechanism starting February 2016 as a pilot project under the GFMD Chairmanship of Bangladesh. Since then, and thanks to the continued

support of the subsequent German and Moroccan Co-Chairs, a programme focused on business priorities is held at each GFMD Summit.

States welcomed business, business welcomed the mechanism. Business welcomed the establishment of the Business Mechanism to the GFMD as an important step in formal recognition of the essential and positive role of the private sector in migration policy discussions, and as a means of providing a regular and established channel for an undiluted business voice.

The Business Mechanism brings two added values to the GFMD: first, the resource of a diverse business community, potentially allowing input from every region of the world, every industry and every size enterprise; and secondly, actual on the ground experience and evidence (data, best practices, challenges) that can be brought to the policy debate, and that is not available elsewhere.

Expressing a collective voice. Given the complexity and sensitivity surrounding migration debates at both the national and international level, the Business Mechanism allows companies to contribute as part of a collective voice. One strength of the Business Mechanism is that by engaging and involving business representative organizations around the world, including sectoral, employer, and umbrella business associations, it can articulate areas of consensus, identify matters of concern, and provide access to a diverse array of experience and technical resource. It therefore is an excellent tool to bridge the worlds of both businesses and policy makers.

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IV. Objectives of the Business Community in the GFMD

- Improving regulatory frameworks for labor migration;
- Addressing issues surrounding barriers to skills mobility and the movement of company personnel, including alleviating skills shortages;
- Enhancing a level playing field for recruitment processes, thereby protecting the rights of migrant workers; and
- Changing the narrative on regulated migration.

V. A Sense of GFMD Outcomes¹¹⁸ and Outlook

Among the Global Forum visible outcomes that we most appreciate:

- **Solid GFMD achievement on international agenda-setting.** The GFMD has been important to both governments and the business community because it has been the sole global platform for intergovernmental dialogue on migration issues; because its format allows the exchange of ideas and experience among governments; and because it has set an important precedent in opening itself to participation by essential stakeholders, i.e. civil society, mayors and business.

The GFMD has played a valuable role in setting the global agenda on migration and development. In providing a living example of the ways in which multilateral cooperation and dialogue can contribute to the design of migration policies that respond to today's challenges, the GFMD brought a wealth of expertise to the Global Compact for Migration (GCM), and its multi-stakeholder structure certainly influenced the GCM process' inclusive approach.

- **At national level:** The engagement of the Business Mechanism with the GFMD has encouraged greater engagement of national employers' organizations on migration issues, both with their member companies and their governments. It has deepened the dialogue with civil society organizations on issues of common concern, such as ethical recruitment; and it has encouraged innovative thinking within employers' organizations on practical measures to improve the functioning of migration systems. These are substantial achievements.

¹¹⁸ See also Table 2 of this publication.

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- **Moving forward to the next phase.** Now that the Global Compact on Migration has been adopted, the private sector looks forward to working with the Member States and regional organizations to develop and implement policies which will show tangible results on the national level and operationalize outcomes from the groundwork which has been laid by the previous deliberations of the Business Mechanism (as reflected in the yearly reports and papers produced by the Business Mechanism).

The time has now come to focus on government policy making and the role of the business community in presenting practical needs and requirements for effective migration schemes that facilitate the migration goals of the Business Mechanism.

The GFMD power to set the agenda and convene. Of course, the GFMD has no legislative or regulatory power. But it does have considerable power and potential as a convener, an agenda setter, and a source of best practices.

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VI. Recommendations of the Business Mechanism

As we prepare to engage in our fourth GFMD Summit, we offer the following suggestions for further incorporating the perspectives and priorities of business in the GFMD process:

1. **More time on practices and regional schemes.** The GFMD should continue to be a space for experience sharing. Business would like to see more emphasis and time devoted to illuminating best practices and promoting regional schemes.

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2. Organize regional and national dialogues. Business is eager to promote sound national policies. To that end, our contribution to the GFMD would be enriched if it could foster and encourage improved dialogue between governments and invited stakeholders. At the global level, the engagement with stakeholders (Civil Society, Business, and Mayors) is well established. We would welcome GFMD efforts to convene or sponsor national and regional events.

3. Better matching of participation to the themes. Coherence between migration and development policies requires the involvement of various government ministries, as well as non-governmental stakeholders. The GFMD meetings would benefit from the participation of representatives from involved ministries, including Foreign Affairs, Labour and Education. Migration frameworks will only be effective and socially accepted if they are apprehended in a comprehensive way.

4. Involve employers when actually developing migration policies. The pursuit of economic opportunity is a concern of almost every sector of the migrant population, and labour migrants make up a significant percentage of the workforce in many countries.

It is of utmost importance for governments to engage with employers during the development of migration policies, as business buy-in is crucial in the development and implementation of those policies.

This perspective should be highlighted in the GFMD if engagement with the private sector is to be taken seriously.

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Closing reflection and vision

We look forward.

With multilateralism under increasing pressure, the GFMD offers an opportunity to demonstrate the value of multilateral cooperation in responding to current and emerging challenges. The success and effectiveness of the GFMD Summit can help re-build trust and confidence in collaborative solutions: Business needs more ambitious regulatory frameworks for skills mobility and governments need the private sector to better argue the business case for well-designed migration policies.

“We look forward to continuing, and indeed to intensifying, the engagement of the private sector in the GFMD.”

We look forward to continuing, and indeed to intensifying, the engagement of the private sector in the GFMD. We look forward to bringing our expertise to fulfilling the Sustainable Development Goals in promoting more transparent, effective and humane migration policies with the goal of meeting labour market needs and supporting economic growth and development.

CHAPTER 4 . FRONT-LINE, EVERYDAY SOLUTION-BUILDERS, JOINING WITH DETERMINATION

THE GFMD MAYORS MECHANISM¹¹⁹

Practical, whole-of-government partnering in the GFMD

¹¹⁹ More information on the GFMD Mayors Mechanism business mechanism can be found at <https://gfmd.org/process/gfmd-mayors-mechanism>. Documents of the programme and activities of states and non-state actors within the GFMD process, both at and ahead of the Summit, are available at www.gfmd.org.

- What follows is a Mayors perspective¹²⁰ elaborated by the following members of the Mayors Mechanism Steering Group: Mr. Mohamed Boussraoui, United Cities and Local Governments (UCLG), Ms. Sarah Rosengaertner for the Mayors Migration Council (MMC) and Ms. Jill Helke, International Organization for Migration (IOM), and consolidated by Ms. Barbara Sidoti, International Consultant.

I. City thinking about the Evolution and Relevance of the GFMD

The Global Forum on Migration and Development (GFMD) was a distant reality for mayors and cities until very recently. As a State-led process whose key players have been central governments, cities could not take part in the international dialogues that the GFMD fosters.

Front-line contact and solutions. Yet cities are the *avant-garde* institutional level involved in governing how human mobility plays out in communities and in promoting the development of sustainable and inclusive cities.

120 This vision is presented verbatim, as submitted for this publication by the contributor, with only minor edits for length, formatting, and general uniformity of grammar, language, titles, acronyms and spelling across the several contributions in this publication. All section headings have been added by the editor, and text boxes simply to highlight perspectives verbatim from the contribution.



“Cities are the *avant-garde* institutional level involved in governing how human mobility plays out in communities and in promoting the development of sustainable and inclusive cities.

Often engaged in finding innovative solutions to existing needs, mayors and local authorities tend to have an in-depth perspective on existing challenges, social dynamics, and the role that migrants and diasporas play in their communities.”

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Local “getting global”; global “getting local”. In recent years, the role of cities as key players has increasingly been acknowledged: local and regional authorities (LRAs) now feature in global policy frameworks such as the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), the New Urban Agenda (NUA), the New York Declaration for Refugees and Migrants, the Global Compact for Safe, Orderly and Regular Migration (GCM) and the Global Compact on Refugees (GCR). This is the result of the extensive and relentless work of numerous actors, including States and city networks, in gradually and consistently engaging LRAs in various initiatives.



New mechanism reflections on GFMD relevance. But is the GFMD still relevant at a time when the GCM has been adopted and a new global migration governance architecture is taking shape? For the Mayors Mechanism (MM) it is important to address this question, as we are the most recently established GFMD mechanism and we find ourselves involved at a time when the policy landscape is undergoing systemic changes. This is also why we have accepted with pleasure the invitation to try and reflect on what role the GFMD can play in the future and what changes may help maintain its relevance.

Seeing and securing meaningful local role. One of the striking features of the GFMD is that over just more than a decade since its inception in 2006, it has significantly helped shape the international global agenda through its open forum approach and policy recommendations.

Furthermore, and very importantly for cities, the GFMD has contributed to bring to the fore the role of local and regional authorities in this realm. Seen from today's perspective, the achievements of the GFMD are significant and it is legitimate to say that the GFMD has offered a constructive venue capable of nurturing global debates, partnerships and collaborations beyond expectations.

Recognizing locals as essential stakeholder. As a non-binding, informal, state-led process, the GFMD has played a role in advancing a shared understanding of key debates of our times, such as the relation between migration and development, which was considered marginal only a decade ago.

It has also been a precursor in recognizing the importance of bringing to the discussion table different levels of government, civil society representatives and business counterparts. What is also notable, the GFMD has promoted a rather unique multi-stakeholder partnership approach by establishing its three mechanisms – for civil society, business and mayors – and integrating them into the GFMD architecture. The Mayors Mechanism is indeed honored to be part of the GFMD and to have been invited to participate in the process of shaping its future.

“From the Mayors Mechanism perspective, the GFMD offers significant opportunities for dialogue, collaboration and partnerships and can contribute to the achievement of the SDGs and to the implementation of the GCM. But also – and possibly more importantly – the GFMD may continue to play an important role in the future as a venue for open dialogues and innovative practices.”

“Including local governments in the GFMD also offers the opportunity to states to articulate a new level of dialogue getting closer to citizens, enhancing vertical policy coherence and the capacity to articulate actions at all levels of governance.

We believe that this can contribute significantly to add credibility and solidity to the GFMD and to its continued relevance in the future.”

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Mayors keen on global dialogue and partnerships. The Mayors Mechanism is particularly grateful for the opportunity that the GFMD offers to cities to take part in policy debates at global level and to engage in dialogues and partnerships with a broad range of interlocutors. It is precisely the presence of diverse constituencies in the GFMD, its informality and its continuous commitment to adapt its thematic approach and formats to serve the evolving needs of a broad range of stakeholders that make the GFMD an engaging place to be in.

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II. Creation and contribution of the Mayors Mechanism

The Mayors Mechanism was officially launched at the GFMD in Marrakech in December 2018, with the aim to strengthen the dialogue between local leaders and national governments in a year-long process, establishing a closer and more structured relation between the separate Mayoral Forum on Mobility, Migration and Development (the ‘Mayoral Forum’) and the GFMD.

Roots in its own strong Forum. The Mayoral Forum was convened to offer the opportunity to local leaders to meet annually and engage in policy dialogue on how to govern migration while promoting social inclusion and equitable local development. Since its inception, each Mayoral Forum has led to the adoption of a joint Mayors Declaration.

Launched at the UN High-level Dialogue on International Migration and Development in 2013, and after successful Mayoral Forums in Barcelona (2014), Quito

(2015) and Quezon City (2016), in 2017 the Mayoral Forum was for the first time organized in conjunction with the GFMD in Berlin; then again in Marrakech in 2018, with Mayors presenting the results of their own deliberations directly within the two GFMD Summits.

This was considered a very interesting process by Mayors, who could present their point of view. However, the two events remained separate and Mayors could not take part in government dialogues. The information flow was unidirectional and limited to a sharing of results, with no possibility to engage in structured interaction between different levels of government.

Looking for more. It appeared clear from the outset to many that the opportunity for more meaningful engagement of all parties deserved to be explored. It was upon initiative of the Moroccan Co-Chair of the GFMD that the proposal to establish a Mayors Mechanism was endorsed by the governments in the GFMD Steering Group in September 2018 precisely to create a more permanent process linking local and regional authorities (LRAs) with the GFMD.

In addition to this key development, the establishment of the Mayors Mechanism has created a very promising space for dialogue, cooperation and partnership with other stakeholders, such as civil society organizations and business leaders, who are indeed key counterparts for local governments and for addressing issues of human mobility and sustainable development. These are all areas that deserve attention and further nurturing when considering ways for the GFMD to offer a significant 'plus' with respect to other processes.

Governance of the Mayors Mechanism. In terms of internal governance, the Mayors Mechanism is steered by three entities: United Cities and Local Governments (UCLG), the largest, membership-based network of local and regional authorities and Coordinator of the Global Task Force of Local and Regional Governments; the Mayors Migration Council (MMC), a new, mayor-led initiative that seeks to secure city access to international policy *fora* on migration and displacement and foster their capacity to influence policy debate in this field; and the International Organization for Migration (IOM), the lead international organization on migration and coordinator of the inter-agency UN Network on Migration.

What this Mechanism does. In practice, the Mayors Mechanism voices cities role and expertise, documents their contribution to the implementation of the GCM and GCR, including practices and lessons learned for dissemination to the wider GFMD community, and supports cities in making best use of the GFMD as a platform to forge new partnerships and galvanize cities, as well as multi-stakeholder efforts.

Pursuing complementary achievement of the two Compacts. It is worth noting in passing that the GFMD's decision to welcome cities in a State-led process was far from obvious and we need to ask ourselves what the implications of such a choice are.

In the era of the two Global Compacts, the lens of cities and of the GFMD stakeholders – governments, mayors, civil society, businesses – can help elaborate solutions that work for people and communities fostering a complementary application of the GCM and the GCR. At a time of increasing mixed migration flows, this is important as we need to find ways to confront complex challenges from the point of view of people and communities.

This is also a concrete way to contribute to the implementation of the often-mentioned, and less often practiced, 'whole-of-government' and 'whole-of-society' approaches.

Re-aligning narratives to reality. It is also fundamental to engage actively in contributing to keep the narrative on migration balanced and in line with reality. Narratives that distort migration-related debates ultimately affect social cohesion to the detriment of all. Local governments are in a privileged position to contribute to efforts devoted to changing the current narrative on migration: cities are the level of government that is closest to citizens and may act as conveners for a very broad range of stakeholders at local level to articulate accurate messages based on local context reality. For local governments, the governance of migration goes far beyond border-management and strongly relates to inclusion and social cohesion.

National governments retain a central and unquestioned role in migration governance. Yet it is through partnerships and consistent responses by different levels of government that the most effective solutions to the complex and multi-faceted societal changes of our times can be found. As Valérie Plante, Mayor of Montreal recently said, "Cities and local governments are not only instances that react to migration flows and implement measures enacted by other levels of government. They are

"In the era of the two Global Compacts, the lens of cities and of the GFMD stakeholders – governments, mayors, civil society, businesses – can help elaborate solutions that work for people and communities fostering a complementary application of the GCM and the GCR... This is also a concrete way to contribute to the implementation of the often-mentioned, and less often practiced, 'whole-of-government' and 'whole-of-society' approaches."

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[national governments] partners.”¹²¹ Local authorities have much experience and pragmatic solutions to share and often need enabling policy frameworks and partnerships. This is fertile soil on which the GFMD can plant the seeds of innovative, practical initiatives and help move forward the agenda, in line with its track-record.

II. Recommendations of the Mayors Mechanism

1. **This moment of change is the time to re-shape, renew and share a strong vision of the GFMD.** The GFMD seems to be heading in an interesting direction. Opening to new stakeholders, discussing new formats, thematic approaches and methods are changes that entail not only more complexity, more resources and new reorganizational processes. They are also systemic alterations that entail changing the organizational culture of the GFMD. It is important that we are all aware that this is what is ahead of us and that to be successful, we will need to create a strong and shared vision.
2. **The more interaction the better.** The Mayors Mechanism welcomes the initiative of the Ecuadorian Chair of the 2019 GFMD to ensure space for direct interaction between all stakeholders as part of the Summit meetings: a Common Space to be co-owned by all GFMD partners and jointly designed, promoting flexible constellations and innovative facilitation techniques that respond to the need to produce concrete results and generate action.

We also welcome the proposals of the incoming United Arab Emirates (UAE) Chair to promote an all-integrated Summit next year, co-owned by all participants.

¹²¹ Intergovernmental Conference on the Global Compact for Migration (GCM) Marrakech, 10–11 December 2018. <https://www.iom.int/news/global-mayors-unite-support-human-mobility-migration-and-development>

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- 3. On core issues the GFMD needs greater focus, technical depth and continuity.** Within the current transition phase, it is worth exploring new thematic approaches and new meeting formats, such as more Davos-style panel discussions, including multi-stakeholder and multi-regional panels on the same topics to articulate perspectives around core issues.

The introduction of a different and more informal process and of multi-stakeholder working groups would also be worth exploring. To be of interest to local authorities, it would need to be designed to focus on solving specific problems or advancing specific outcomes. It would also require additional resource mobilization if cities from developing countries or smaller cities are not to be left out.

It would also be helpful to introduce formats that support the sharing and replication of good practices across countries and cities and the establishment of voluntary partnerships among different stakeholders, such as world cafés, open space technology (OST) and other techniques that allow actors to identify and work with common interests and shared commitments. This requires facilitating in-depth, technical exchanges among stakeholders at the GFMD Summit meeting, as well as securing ongoing technical assistance and support to the partners beyond the Summit.

- 4. The system of GFMD focal points should be made stronger and more whole-of-government with the inclusion of local and regional authorities.** Another area that would be strategic for the GFMD in approaching the upcoming phase is the broadening of the interface between the GFMD and participating states. A strengthening of the GFMD focal point system could promote policy dialogue across ministries and levels of government. We would like to see sub-national authorities included in the proposal for national committees or task forces to be formed to support and liaise with the GFMD. This would promote a whole-of-government approach at the national level and could be a step towards more countries including local authorities in their delegations to the GFMD.

5. **Civil society, the Business Mechanism and the Mayors Mechanism should be encouraged to identify and emphasize issues where there is Common Ground for GFMD action.** For the Mayors Mechanism, it is key to strengthen the links between the GFMD and the three Mechanisms and for the Mechanisms to cooperate closely, exploring common ground and concrete opportunities for partnerships for action. To this end, we have engaged with the Civil Society and Business Mechanisms and are committed to take advantage of the scheduled events within the GFMD to create synergies and enlarge the space for dialogue, as well as to generate stronger messages.

6. **Enhance GFMD connection and contributions to related processes, including regional consultative processes** and other migration-related cooperative platforms, such as the High-Level Political Forum (HLPF) on SDGs, the International Migration Review Forum (IMRF) and the New Urban Agenda (NUA).

“For the Mayors Mechanism, it is key to strengthen the links between the GFMD and the three Mechanisms and for the Mechanisms to cooperate closely, exploring common ground and concrete opportunities for partnerships for action.”

Closing reflection and vision

One of the challenges for us as the Mayors Mechanism is how to bring more cities into the GFMD context and to take an active part in the process. Cities are diverse and mayors are confronted with obstacles – practical and political - that vary depending on context. **Our responsibility is to provide a significant venue for dialogue and action to mayors and cities** through the GFMD and the Mayoral Forum, and through the continuous engagement of the Mayors Mechanism all year round.

In terms of **financial sustainability**, the Mayors Mechanism is committed to mobilizing its own resources and to develop an annual budget and work plan in coordination with the GFMD Chair and the Support Unit. The capacity to fund-raise will also depend on how useful the process of engagement in the GFMD will be for all actors engaged. The GFMD will prove relevant in the upcoming phase or lose momentum vis-à-vis other emerging processes depending on its overall capacity to continue to bring added value to its constituencies.

As a mechanism of Mayors, we envision a GFMD that evolves in the direction of a dynamic and constructive space not only dedicated to dialogue, but also to action, implementation of innovative solutions and measurement of progress.

Beyond the term 'good practice' there is too often a projection of hope or the willingness to showcase the work done. We envision a GFMD capable to contribute to a concrete and sound sharing of practices across levels of government and social constituencies as well as a capacity to demonstrate joint progress in the implementation of the GCM and GCR, whose validity can be measured with solid data and in terms of genuine improvement of the well-being of our communities.

“As a mechanism of Mayors, we envision a GFMD that evolves in the direction of a dynamic and constructive space not only dedicated to dialogue, but also to action, implementation of innovative solutions and measurement of progress... across levels of government and social constituencies.”

THE GFMD

JOURNEY: *setting the tables*

Not only migrants have journeyed these past 11 or 12 years...

In the beginning, in 2006, many never thought a GFMD was possible in the first place. But it was, thanks especially to the vision and persistence of then-UN Secretary-General Kofi Annan; the galvanic Sir Peter Sutherland, the UN Special Representative for International Migration; and Ambassador Régine De Clercq, the visionary who stepped up with Belgium, the first GFMD Chair.

It all began, however, with a *marriage*: of Migration + Development.

In many ways, this was, in fact, a recognition that migration and development are each pregnant with the other. Indeed, the two had been linked before, but not as the *axis* on which an entire global convening or process turned. Notably, the Programme of Action outcome report of the International Conference on Population and Development (ICPD) in Cairo in 1994 devoted an entire Chapter—Chapter 10—to international migration, and within it, migration and development. Not only was this ground-breaking at the time, it was also prescient: with observations and recommendations so sensible that when the GFMD began coming up with its own some 13 years later, many of them looked... very much the same.¹²²

SG Annan saw migration as an issue of vital importance both to development and to peace, but one on which the UN had not been able to engage its Member States together productively. Further provoked by a 2005 landmark report of the blue-ribbon

¹²² This echo of various ICPD focuses and recommendations in 1994 could be heard in many GFMD and other migration and development processes over the years, including the High-level Dialogues on International Migration and Development at the UN General Assembly in 2006 and 2013.

Global Commission on International Migration that he had established¹²³, Annan saw people and prosperity stymied by yawning gaps across the multilateral system. Gaps in protection of human rights and human development; gaps in attention and institutional commitment to migration data and phenomena¹²⁴; gaps in exchange, consideration and implementation of solutions, both in policy and practice; gaps in cross-border cooperation among governments and other competent actors; and gaps in coherence in seeking global responses to global challenges of human mobility.

He also saw opportunities in all those areas, connecting at the intersection of migration and development. That intersection became his pivot, to break the political logjam blocking any international conference or process on migration *per se*.

By itself however, the marriage of migration and development was not enough for serious and consequential discussion to move forward. What was also needed was an engine.

With Peter Sutherland firmly in the UN lead and Régine De Clercq already at work to invent and take things forward, the proposal for a new process began to take shape: an informal states-led process actually *outside the UN* and its logjams. There was extensive negotiation with UN Member States and others—many of whom were not in favor, even at the senior level of Annan’s own UN team. What turned the tide just enough to move ahead, especially among developed states with large immigration, was precisely this commitment for the new forum to focus not on migration alone, but on the intersections of migration *and development*, including development in countries and regions from which large numbers of people migrated. In September 2006, Annan announced the launch of the Global Forum on Migration and Development in no less than his opening speech¹²⁵ at the highly attended —and first— High-level Dialogue on International Migration and Development in the UN General Assembly.

But even as the GFMD was born, there were many who did not want it at all. A considerable number of states continued to oppose the Forum. Some said migration was simply too sensitive; some that it was the exclusive province of sovereign attention, not for multilateral meddling. For unilateral, sometimes bilateral focus? Yes. But multilateral? No.

¹²³ Based on a two-year process of global and regional multi-stakeholder consultations, the strikingly still relevant *Report of the Global Commission on International Migration (2005)* provided direct, easily readable analysis of issues, data, institutions and politics, with 33 recommendations. Among them, quite notably: “immediate establishment of a high-level inter-institutional group to define the functions and modalities, and pave the way for, an Inter-Agency Global Migration Facility” to improve institutional coherence in responses to international migration—for refugees as well as other migrants, and the expansion of the small 6-member interagency Geneva Migration Group (established in 2002) into the larger Global Migration Group, which Secretary-General Annan announced in early 2006, and current Secretary-General Guterres further expanded into the UN Network on Migration in early 2018.

¹²⁴ For example, there had long been a UN agency committed to refugees, but none was committed specifically to (non-refugee) migrants. It was only in 2016 that the International Organization for Migration formally joined the UN system.

¹²⁵ SG Annan’s opening speech to the HLD 2006 is available at <https://www.un.org/migration/sg-speech.html>.

At various levels, UN agencies expressed deep concern that a Forum outside the UN, and further, one that was informal and non-binding, would neither be committed to, nor could be held to, internationally-recognized norms and rights in migration and development. And a number of the UN agencies had clear mandates for many of those norms and rights.

IOM was skeptical. Though itself outside the UN, IOM had a first competence in migration, and a range of well-respected vehicles to discuss and exchange related practice.

Civil society actors were almost of one mind: welcoming the idea of a process but only if it were inside, not outside the UN.¹²⁶

In those headwinds, no one was sure that states would come to the GFMD in any significant number—and many bet against it. But 156 states came to the first Global Forum in 2007: a wide diversity of countries, many represented at minister or vice-minister level, with a mix of diplomats, department heads and others with significant technical responsibilities and expertise in migration and development. Civil society did too: already the first year, 186 civil society participants from around the world, representing human rights, development and faith-based NGOs, trade unions and other worker organizations, and migrant and diaspora associations, with smaller numbers of academics and from think tanks, foundations, and the private sector.

Many also never thought the GFMD would continue; and some wished it would not. But it did.

A paradigm shift in development. In planning, discussions, meetings and materials, including background papers and IOM, UNDESA and World Bank studies, the first GFMD years focused heavily on labour and economic aspects of migration. In its first dive into development, the Forum looked in particular at the significant benefit of migrant work and earnings to development in countries of origin, especially those that were developing countries. Here the research, data and analysis most underscored: (a) migrants need work, and (b) economic development back home benefits greatly from the 20% or so of earnings that the World Bank was reporting those workers were sending home as remittances—hundreds of billions of US dollars each year. The early years of the GFMD paid less attention to the other side of the same coin: the significant benefit of migrant work and earnings to the economies of countries where they work, i.e., (c) migrants are increasingly needed in jobs at all skills levels, and (d) what migrants do not send home as remittances—some 80% of their earnings (even greater hundreds of billions of US dollars each year)—they largely spend or invest in the host economy.

Some thought that the focus on remittances promoted attention to an important portion of the phenomena, but was improperly limited, as many in civil society decried, to

¹²⁶ With greater precision, international trade unions in particular insisted that any new such Forum be in the International Labour Organization.

just the utilitarian and economic value of migrants and migration. When the UN Development Programme devoted its entire (and influential) annual *Human Development Report 2009*¹²⁷ to human mobility, there was a paradigm shift in how development would be considered in the GFMD: with the focus moving from almost exclusively on the economic aspects, to the full range of human development (of which economic development is a part). With migrants at the center rather than just their work or remittances.

“Rights” “against” “practical” ...and some evolution. Perhaps another dynamic that could be seen evolving since the inception of the GFMD has been a kind of dialectic between “being practical” and “being rights-based”, as if they were opposites, or mutually blocking. Particularly in the early years, some states, academics, other actors and even a few UN leaders, like Peter Sutherland, seemed to insist: discussions and related action will not be practical if participants demanded they be rights-based from the start. At the opposing extreme, others, including many in civil society warned: rights will inevitably be lost if the priority is to be practical.

No one denies that access to rights can pose tremendous practical challenges, or that what is practical can often step directly on rights. However, over time in these GFMD activities, there has been a marked, if not full shift, to make more of an effort to look between the two exaggerated “opposites”. Not to compromise on rights or become impractical, but to recognize the wide middle where the two are joined in rights-based practical solutions. Chairing the GFMD 2008 in the Philippines, Ambassador Conejos put it: “Protecting and empowering the rights of migrants is not only the right thing to do, but also a smart thing to do.”

Much more than just language, or artifice, this shift was most noticeable in the run-up to and since the second High-level Dialogue on International Migration and Development at the UN General Assembly in 2013. In interviews for this publication, many have pointed to evolution during that period of many of the GFMD discussions and activities, discernible in background papers and recommendations but also in concrete outcomes that GFMD work over the years has inspired or influenced, e.g., the migrant and migration-related SDGs, the practical guidelines for responding to Migrants in Countries in Crisis (MICIC), and the Global Compact for Migration to name just a few. And Peter Sutherland was a powerful driver in all of it. Still, many would say, and fear, that the dynamic and the shift are always important to watch, every time, and delicate. With trade-offs and reversals constant.

Voting with their feet. But perhaps the closest thing to demonstrating a “vote” on the GFMD is that, all these years later, large numbers of high-level leaders of ministries, government departments and intergovernmental entities worldwide continue to participate in the Global Forum, plus many more international and regional or-

¹²⁷ *Overcoming Barriers: Human Mobility and Development* (UN Development Programme, 2009).

ganizations, civil society and business actors, and local authorities.¹²⁸ Though unevenly and occasionally quite late, countries from different regions and migration contexts continue to step up to chair the GFMD¹²⁹; GFMD preparatory and thematic meetings between Summits are packed¹³⁰, and both the Summit and the Civil Society Days have to consistently turn away people wanting to participate—for lack of space even in enormous convention venues.

In what many see as a further sign of seriousness in the GFMD, states have increasingly welcomed organized participation of front-line actors outside of government. Alongside civil society leaders active from the first GFMD in 2007, business began organizing itself as a committed GFMD partner in 2016, and a new mechanism of mayors of cities with large numbers of migrants joined in 2018. Signaling a particular measure of the value put on the GFMD, since the six-year point of the GFMD's existence, about half of all civil society participants each year have been migrants, refugees and the diaspora.

Finally, most thought—and perhaps some still do—that the GFMD might never succeed beyond discussion. But without suggesting that the GFMD has done or succeeded at everything it should have, every person interviewed in the course of preparing this publication said that the work of the GFMD has had an important, at times central role in some of the most significant changes in international migration and development since the birth of the Forum in 2006¹³¹. Among others, all pointed most to the development of the migrant and migration-related SDGs, the MICIC framework and the GCM. Moreover, without saying it was adequate, all credited the GFMD with helping to build a culture and habits essential for this work: of multilateral, multi-stakeholder discussion, solution-building and cooperation, with a focus on exchange of practice, innovation, and action. Fragile at times, but there.

To get a clearer sense in these directions, **Table 1** of this publication presents an overview of the thematic focus across all 11 GFMDs since its start, plus in the twelfth GFMD in Ecuador. **Table 2** zooms in on what was new or received particular emphasis among the themes each year, and innovations and outcomes along the way.

The two tables, together with the testimonials of Global Forum leaders in Volume I, show a GFMD that “walked the talk”; some say at surprising speed, some say not fast enough. Each of the testimonials also expresses a rich vision, as do the three integral non-state GFMD partners in Volume II. Vision for the journey yet ahead.

¹²⁸ The government programme for the GFMD Summit is so regularly over-subscribed with interest that limits are set on the number of participants permitted per state delegation. Similarly for the civil society programme, where for example, this year 1400 applications were submitted by those wishing to be delegates in the Quito Summit Civil Society Days—compared to the 200 delegates that normally would be invited. This compares to 800 applications just three years earlier.

¹²⁹ See Tables 1 and 2 for the list of GFMD Chairs. After Ecuador for GFMD 2019, the United Arab Emirates will take over as Chair of GFMD 2020.

¹³⁰ Table 2 presents the numbers of governments and civil society delegates participating in all eleven of the GFMD Summits and Civil Society Days from 2007 through 2018.

¹³¹ See the Annex for a list of all providing written inputs and interviews for this publication.

TABLE 1. GFMD ROUNDTABLE THEMES OVERVIEW¹³²

Inventing the GMFD Engine 2007 – 2009

	Belgium 2007	Philippines 2008	Greece 2009
Central / Overarching Theme		Protecting and Empowering Migrants for Development	Integrating Migration Policies into Development Strategies for the Benefit of All
Roundtable 1 Themes	Human Capital Development and Labor Mobility: Maximizing Opportunities and Minimizing Risks	Migration, Development and Human Rights	How to make the migration-development nexus work for the achievement of the Millennium Development Goals (MDGs)
Session 1.1	Highly skilled migration: balancing interests and responsibilities	Protecting the Rights of Migrants—A Shared Responsibility	Mainstreaming migration in development planning—Key actors, key strategies, key actions
Session 1.2	Temporary labor migration as a contribution to development: sharing responsibility	Empowering Migrants and Diasporas to Contribute to Development	Engaging diasporas and migrants in development policies and programs—Their role? Their constraints?
Session 1.3	The role of other-than government partners in governing the developmental contribution of temporary labor migration		Addressing the root causes of migration through development, specifically in light of the current global economic crisis
Session 1.4	How can circular migration and sustainable return serve as development tool?		
Session 1.4 Model Session	Setting up a model circular Migration Program		

¹³² Source: GFMD Support Unit (2019)

	Belgium 2007	Philippines 2008	Greece 2009
Roundtable 2 Themes	Remittances and other diaspora resources: Increasing their net volume and development value	Secure, Regular Migration Can Achieve Stronger Development Impacts	Migrant integration, reintegration and circulation for development
Session 2.1	Improving the formalization of transfers and reducing their cost	Fostering More Opportunities for Regular Migration	Inclusion, protection and acceptance of migrants in society—linking human rights and migrant empowerment for development
Session 2.2	Increasing the micro-impact of remittances on development	Managing Migration and Minimizing the Negative Impacts of Irregular Migration	Reintegration and circular migration—effective for development?
Session 2.3	Increasing the macro-impact of remittances on development		
Session 2.4	Working with the diaspora for development		
Roundtable 3 Themes	Enhancing Institutional and Policy Coherence and Promoting Partnerships	Policy and Institutional Coherence and Partnerships	Policy and Institutional Coherence and Partnerships
Session 3.1	Measuring Migration and Development Impacts: Latest Initiatives and Progress	Strengthening Data and Research Tools on Migration and Development	Policy and Institutional Coherence—Latest Data and Research Findings
Session 3.2	Coherent Policy Planning and Methodology to Link Migration and Development	Policy and Institutional Coherence within Government	Regional and Inter-regional Processes and Fora
Session 3.3	Operating Modalities (Future of the Forum)	Regional Consultative Processes (RCPs), Inter-regional Consultative Fora and Regional Organizations and Economic Integration Processes at the Interface of Migration and Development	
Session 3.4	Regional Consultative Processes and Development: Advancing Cooperation		

Driving the Forum 2010 – 2012

	Mexico 2010	Switzerland 2011	Mauritius 2012
Central / Overarching Theme	Partnership for Migration and Human Development: Shared Prosperity, Shared Responsibility	Taking Action on Migration and Development - coherence, capacity and cooperation	Enhancing the Human Development of Migrants and their Contribution to the Development of Communities and States
Roundtable 1 Themes	Partnerships for Migration and Development	Labour Mobility and Development	Circulating Labour for Inclusive Development
Session 1.1	Partnerships for more regular and protected migration	Engaging the private sector in labour market planning	Beyond-the-border skills and jobs for human development
Session 1.2	Joint Strategies to address irregular migration	Lowering the Cost of Migration	Supporting Migrants and Diaspora as Agents of Socioeconomic Change
Session 1.3		Global care workers at the interface of migration and development	
Roundtable 2 Themes	Human Mobility and Human Development	Addressing Irregular Migration Through Coherent Migration and Development Strategies	Factoring Migration into Development Planning
Session 2.1	Reducing the costs of migration and maximizing human development	Addressing Irregular Migration Through Coherent Migration and Development Strategies	Supporting National Development through Migration Mainstreaming Processes, Extended Migration Profiles and Poverty Reduction Strategies
Session 2.2	Migration, Gender and Family		Addressing South-South Migration and Development Policies
Roundtable 3 Themes	Policy and Institutional Coherence to Address the Relationship between Migration and Development	Tools for Evidence-based Migration and Development Policies	Managing Migration and perceptions of migration for development outcomes
Session 3.1	Assessing the impact of migration on economic and social development, and addressing its cause-effect relationship	Mainstreaming migration into development planning/migration profiles	Improving Public Perceptions of Migrants and Migration
Session 3.2	Assessing the Relevance and Impact of Climate Change on Migration and Development	Impact assessments of migration and development policies	Migrant Protection and Migration Management
Session 3.3	How Can Regional Consultative Processes (RCPs) and Inter-Regional Fora (IRF) Best Include the Migration and Development Nexus?		Protecting Migrant Domestic Workers- Enhancing Their Development Potential

Catalyzing the Global Agenda 2013 – 2016

	Sweden 2013-2014	Turkey 2014-2015	Bangladesh 2016
Central / Overarching Theme	Unlocking the potential of migration for inclusive development	Strengthening Partnerships: Human Mobility for Sustainable Development	Migration that works for Sustainable Development of all: Towards a Transformative Migration Agenda
Roundtable 1 Themes	Integrating migration in global, regional and national development agendas	Human mobility and the well-being of migrants	Economics of migration and development
Session 1.1	Operationalizing mainstreaming and coherence in migration and development policies	Partnerships to promote inclusion and protect the human rights of all migrants in order to achieve the full benefits of migration	Lowering the costs of migration
Session 1.2	Framing migration for the MDGs and the Post-2015 UN Development Agenda	Reducing the human and financial costs of international migration, particularly labor migration: Cooperative approaches to fair recruitment practices and lower remittance fees	Connectivity and migration
Roundtable 2 Themes	Migration as an enabler for inclusive economic development	Migration as a factor in development	Sociology of migration and development
Session 2.1	Enhancing the development impacts of labour migration and circular mobility through more systematic labour market and skills matching	Mainstreaming migration into planning at the sectoral level	Migration, diversity and harmonious societies
Session 2.2	Facilitating positive development impacts of diaspora engagement in skills transfer, investments and trade between countries of residence and origin	Making migration work post-2015: implementing the SDGs	Protection of migrants in all situations
Roundtable 3 Themes	Migration as an enabler for inclusive social development	Enhancing international cooperation on emerging issues in migration and mobility	Governance of migration and development
Session 3.1	Empowering migrants, their households and communities for improved protection of rights and social development outcomes	Enhancing human development and human security for forced migrants, who are compelled to cross international borders, through international cooperation on labor market access, educational opportunity, family reunification, and other avenues of mobility	Migrants in situations of crises: conflict, climate change and disasters caused by natural hazards
Session 3.2	Migrants' social and financial remittances (asset transfers) and their effects on health and education	Private sector-government partnerships to support migrant/diaspora entrepreneurship and job creation, with a focus on small and medium enterprises	Principles, processes and institutions for orderly, safe, regular and responsible migration

Converging on Global Positioning 2017 – 2018

Germany-Morocco Co-Chairmanship	
2017	2018
Central / Overarching Theme	Towards a Global Social Contract on Migration and Development
Roundtable 1 Themes	Honouring international commitments to unlock the potential of all migrants for development
Session 1.1	From vulnerability to resilience: recognising women and men migrants as agents of development Harnessing migrants' existing capitals to build resilience
Session 1.2	Tools and Safeguards for Policy Coherence - Finding the right policy mix to balance different interests and objectives From Global Agenda to Implementation - National Action Plans for migration-related Sustainable Development Goals (SDGs)
Roundtable 2 Themes	Migration and Development through Multilateral and Bilateral Partnerships Regional mobility to promote transferable learning and policy coherence
Session 2.1	Moving beyond emergencies - Creating development solutions to the mutual benefit of host communities and displaced persons South-South mobility: trends, patterns and transferable learning
Session 2.2	Fostering the development impact of returning migrants Regional mobility and policy coherence to support development
Roundtable 3 Themes	Migration and Development: Finding strategies beyond the State Good migration governance for sustainable development
Session 3.1	Raising the Global Talent Pool - Harnessing the Potential of the Private Sector for Global Skills Partnerships Aligning governance with contemporary drivers of migration
Session 3.2	Strengthening Cooperation - Enabling Civil Society Contributions in Migration Integration Beyond Remittances: leveraging the development impact and promoting the transnational engagement of diaspora and migrants

The Pivot to Practice 2019

Ecuador 2019

Central / Overarching Theme Sustainable approaches to human mobility: Upholding rights, strengthening state agency, and advancing development through partnerships and collective action

Roundtable 1 Themes Coordinated responses to mixed movements: Partnerships and collective action to protect rights

Session 1.1 Providing regular pathways from crisis to safety

Session 1.2 Facilitating social and economic inclusion

Roundtable 2 Themes Migration narratives and communication: What role, responsibility and resources do governments have?

Session 2.1 Shaping public narratives on migration and migrants

Session 2.2 Communicating effectively with migrants

Roundtable 3 Themes Addressing human mobility as part of urban and rural development strategies

Session 3.1 Supporting arrival cities through policy coherence and multi-stakeholder partnerships

Session 3.2 Harnessing migration for rural transformation and development

TABLE 2. SNAPSHOTS OF NEW THEMES, INNOVATION AND INTERNATIONAL OUTCOMES UNDER GFMD CHAIRS 2007-2019¹³³

GFMD Chair	New themes or particular thematic emphases by that Chair ¹³⁴	Institutional innovation during that GFMD	A sampling ¹³⁵ of key Outputs and international Outcomes in which GFMD activity plays an important role	A sampling ¹³⁶ of relevant International Inputs or Events
<p>Belgium 2007 Summit 9- 11 July 156 States Civil Society Day 9 July 200 delegates /organized by King Baudouin Foundation</p>	<p>For the first time, and based on a global survey with 123 States responding, the first GFMD agenda comprises a range of migration and development issues, with 3 main roundtable themes divided among 11 sessions at the Summit .</p>	<p>GFMD launches as full, states-led process of meetings and activities leading to a global Summit. Institutional modalities established, including governance and participatory approaches among States, and the civil society tandem. Civil society invited to participate in a single Civil Society Day, with a small delegation reporting to States at the opening of the Summit the following day.</p>	<p>The first GFMD earns wide respect, with agreement among states, UN and other actors (including at "Future of the Forum" sessions in both the government days and Civil Society Day) that the GFMD added value—among other things a sense of "changing the tone"—and should continue. A mix of support and concern among States and some civil society actors for the civil society role in GFMD. The first GFMD Chairmanship finishes with a financial surplus, resulting in some funding being returned to donors, and some being carried forward for the next GFMD Chair.</p>	<p>Documents of the first UN High-level Dialogue on International Migration and Development (HLD), 14 -15 September 2006 at the UN General Assembly, in particular the UN Secretary-General announcing in his opening speech Belgium's offer to host a first GFMD; also the HLD summary. In 2007, UNHCR widens its landmark 2006 framework 10-Point Plan of Action for Refugee Protection and Mixed Migration, promoting multi-actor competence-centered cooperation in situations of large or mixed arrivals, for needs-first, then differentiation and rights-based responses for the protection of the full range of refugees, children, trafficked persons and other migrants in distress or vulnerable.</p>

¹³³ This table was compiled by John K. Bingham and Estrella Lajom (2019)

¹³⁴ Each of these issues was treated during the year in one or more of a dedicated session of: the government days of the GFMD Summit, Common Space (since 2010), or a specific states-led GFMD thematic workshop. Normally, each had a concept paper, background note and summary report. Official GFMD documents are available on www.gfmd.org.

¹³⁵ This column provides snapshots of outputs and outcomes of an international nature that can be traced in whole or significant part to the work of the GFMD. A collection of examples of GFMD-related outputs and outcomes at regional, national and local levels requires a set of surveys and book(s) of its own.

¹³⁶ This column cites almost exclusively some of the global reports, statements and activities that were significant to GFMD work during the indicated period, and few of those produced at or focusing on regional, national or local levels.

GFMD Chair	New themes or particular thematic emphases by that Chair	Institutional innovation during that GFMD	A sampling of key Outputs and international Outcomes in which GFMD activity plays an important role	A sampling of relevant International Inputs or Events
	<p>Parallel Peoples Global Action on Migration, Human Rights and Development (PGA) is self-organized by civil society with additional emphasis on local and regional civil society participants, becoming an important process parallel to the GFMD Summit all subsequent years.</p>	<p>ILO's seminal Multilateral Framework on Labour Migration: Non-binding Principles and Guidelines for a Rights-based Approach to Labour Migration. Among a number of ground-breaking studies on remittances, the World Bank's Global Economic Prospects: Economic Implications of Remittances and Migration 2006.</p> <p>The landmark—and strikingly still relevant—Report of the Global Commission on International Migration, 2005, with broad analysis of issues, data, institutions and politics, and 33 recommendations on multi-stakeholder cooperation in migration and development at all levels, including complementary global governance.</p> <p>In November UNDESA organizes the Sixth Coordination Meeting on International Migration, focusing in particular on reviewing results and recommendations of the first GFMD and preparing for the second, with 80 participants mostly from UN agencies, other international and regional organizations, and a small number of civil society leaders, academics and government representatives.</p>		

GFMD Chair	New themes or particular thematic emphases by that Chair	Institutional innovation during that GFMD	A sampling of key Outputs and international Outcomes in which GFMD activity plays an important role	A sampling of relevant International Inputs or Events
<p>Philippines 2008</p> <p>Summit 27–30 October 163 States</p> <p>Overarching theme <i>Protecting and Empowering Migrants for Development</i></p> <p>Civil Society Days 27–28 October – 220 delegates /organized by the Ayala Foundation</p>	<p>For the first time in the States agenda of the GFMD (and overcoming strong opposition from some States), top-most attention in the Summit and other GFMD activities to the human rights of migrants.</p> <p>Also for the first time: a roundtable session on regional intergovernmental processes relevant to migration and development.</p>	<p>Launch of a small GFMD Support Unit to assist the Chair and States with GFMD organizing, participation, fundraising, financial management, communications, reporting and follow-up.</p> <p>Civil society space doubled to two Civil Society Days.</p> <p>The PGA convenes 4,000 participants in a week of civil society events parallel to the GFMD Summit meetings in Manila, including a strong showing of NGOs and trade unions across Asia.</p> <p>To generate action on current and future GFMD recommendations, two states-led GFMD Ad Hoc Working Groups are launched, each continuing until 2013:</p> <ul style="list-style-type: none"> -Protection and Empowerment of Migrants, and -Policy Coherence, Data and Research <p>Expansion of the membership of the GFMD Steering Group and definition of its Terms of Reference.</p>	<p>The first developing country predominantly “of migrant origin” to Chair the GFMD, and the first in Asia, consistent with the formula for rotating the Chair among countries with different development, migration and regional profiles.</p> <p>The GFMD Support Unit becomes an enduring resource important to and highly valued by Chairs, States and other GFMD partners.</p> <p>Suggestion (notably by Thailand) for a meeting in 2009 for heads of regional consultative processes (RCPs) to share information on migration and development-related activities and achievements. This was the direct precursor of today’s IOM-organized Global RCP meeting.</p>	<p>Managing Labour Mobility in the Evolving Global Economy, the 2008 edition of IOM’s annual World Migration Report, focuses on the global need for migrant workers and related policy options.</p> <p>Launch of JMDI (Joint Migration and Development Initiative), a multi-year, multi-phase interagency programme implemented by UNDP in partnership with IOM, UNHCR, ILO, UNFPA (and later UN Women and UNITAR), with funding from the European Commission and Swiss government. JMDI identifies and funds local and national actors in small-scale migration and development projects on the ground, e.g., 51 in the first phase 2009 – 2011, with the goal of increasing good practices, learning and exchange.</p> <p>In November UNDESA organizes the Seventh Coordination Meeting on International Migration.</p> <p>In December, the UNGA, in resolution 63/225, decides to hold a second High-level Dialogue on International Migration and Development, during its 68th Session in 2013.</p> <p>The Abu Dhabi Dialogue is established as a state-led Regional Consultative Process (RCP) for dialogue and cooperation between Asian countries of labor origin and destination. The Dialogue continues to feed into the work of the GFMD, and is the first RCP to engage actively towards the Global Compact for Migration, in 2017.</p> <p>Spain and Morocco develop a Compendium of Good Practices in Labour Migration as a follow up to the GFMD meeting in Brussels.</p> <p>The Montevideo Declaration on Migration, Development and Human Rights of Migrants is adopted by 11 Latin American countries in September at the 8th South American Conference on Migration, affirming a proactive approach to protection of migrants’ rights.</p>

GFMD Chair	New themes or particular emphases by that Chair	Institutional innovation during that GFMD	A sampling of key Outputs and international Outcomes in which GFMD activity plays an important role	A sampling of relevant International Inputs or Events
<p>Green 2009</p> <p>Summit 3- 5 November 142 States</p> <p>Overarching theme <i>Integrating Migration Policies into Development Strategies for the Benefit of All</i></p> <p>Civil Society Days 2- 3 November 245 delegates /organized by the Onassis Foundation</p>	<p>Summit and other GFMD activities connecting to the range of states-led Regional Consultative Processes.</p> <p>Small number of informal States-civil society discussions in the Civil Society Days.</p> <p>For the first time in the GFMD, roundtable sessions focused on</p> <p>-migrant integration</p> <p>-root causes of migration</p> <p>-mainstreaming migration in development planning</p> <p>-migration and development and global development goals (the MDGs)</p> <p>Explicit thematic emphasis and paradigm shift in GFMD understanding of development from strictly economic development to full human development (i.e., including economic)</p>	<p>Summit and other GFMD activities connecting to the range of states-led Regional Consultative Processes.</p> <p>Small number of informal States-civil society discussions in the Civil Society Days.</p> <p>Widely acclaimed and presented at both the GFMD Civil Society Days and Summit, and based on 57 background papers, 23 seminars, 12 regional consultations and 3 e-consultations, the landmark UNDP Annual Development Report 1990: Overcoming Barriers: Human mobility and Development propels convergence on a paradigm shift of development to <i>human</i> development.</p> <p>GFMD 2009 Roundtable 1.1 leads discussion on mainstreaming migration in development planning, a theme which will be taken up, <i>inter alia</i>, in 2010 in the UNDP and IOM Joint Global Programme on Mainstreaming Migration into National Development Strategies, and by the Global Migration Group Handbook on Mainstreaming Migration in Development Planning, also in 2010.</p> <p>The GFMD Summit recommends the development of migration profiles to facilitate regular reporting of migration data, identification of data gaps and capacity-building needs and promoting coherence through the formation of national technical working groups.</p>	<p>The outcome document of the Durban Review Conference, held in April in Geneva by the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, urges states to adopt and enforce legislation to protect migrant domestic workers; step up efforts to protect the human rights of all migrants, regardless of their immigration status; and to adopt a comprehensive and balanced approach to migration by strengthening international dialogue, developing real partnerships between countries of origin, transit and destination, and exploring the synergies between migration and development.</p> <p>In July, ILO publishes the Guide to the New Millennium Development Goals Employment Indicators including the Full Set of Decent Work Indicators.</p> <p>In November UNDESA organizes the Eighth Coordination Meeting on International Migration.</p> <p>An Assessment of Principal Regional Consultative Processes on Migration (Hansen) discussed in GFMD roundtable session.</p> <p>The Commission on International Migration Data for Development Research and Policy publishes the 'Migrants Count' report, providing a valuable roadmap for governments and experts to improve data collection and analysis in the field of migration.</p>	<p>The outcome document of the Durban Review Conference, held in April in Geneva by the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, urges states to adopt and enforce legislation to protect migrant domestic workers; step up efforts to protect the human rights of all migrants, regardless of their immigration status; and to adopt a comprehensive and balanced approach to migration by strengthening international dialogue, developing real partnerships between countries of origin, transit and destination, and exploring the synergies between migration and development.</p> <p>In July, ILO publishes the Guide to the New Millennium Development Goals Employment Indicators including the Full Set of Decent Work Indicators.</p> <p>In November UNDESA organizes the Eighth Coordination Meeting on International Migration.</p> <p>An Assessment of Principal Regional Consultative Processes on Migration (Hansen) discussed in GFMD roundtable session.</p> <p>The Commission on International Migration Data for Development Research and Policy publishes the 'Migrants Count' report, providing a valuable roadmap for governments and experts to improve data collection and analysis in the field of migration.</p>

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<p>Mexico 2010 Summit 9-11 November 131 States</p> <p>Overarching theme <i>Partnership for Migration and Human Development: shared prosperity – shared responsibility</i></p> <p>Civil Society Days 8- 9 November 204 delegates /organized by BBVC Bancomer Foundation</p> <p>Common Space 10 November</p>	<p>For first time in the GFMD agenda, a session focuses on: -irregular migration -climate change and migration -Improving public perceptions of migrants (in Common Space)</p> <p>For first time in the States agenda of the GFMD, a roundtable session focuses on: -gender and family in migration</p>	<p>For the first time, the Summit includes time for a morning of organized Common Space, specifically for direct interaction of States and civil society participants.</p> <p>Launch of GFMD Platform for Partnerships.</p>	<p>A country of significant migrant origin and transit takes up the Chair, for the first GFMD in the Americas.</p> <p>Launch of the Common Space and the Platform for Partnerships.</p> <p>States commit to a states-led survey and assessment of the GFMD, to be conducted over the next two years and reviewed at the succeeding GFMDs.</p>	<p>In May, with UNDP chairing the GMG for the first half of 2010, UNDP and the GMG organize a practitioners symposium for multi-stakeholder dialogue on Overcoming Barriers: Building Partnerships for Migration and Human Development.</p> <p>In July, the Hague Process on Refugees and Migration publishes State of the Art Review: Towards Global Governance of Intergovernmental Recommendations and Conclusions, noting among other things the absence—and need—of local authorities and the private sector in international processes on migration.</p> <p>IOM and the GMG publish Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners.</p> <p>In May, UNICEF publishes Migration, Development and Children Left Behind.</p> <p>UNWOMEN and UNDP publish Migration, Remittances and Gender-Responsive Local Development.</p> <p>JMDI publishes From Migration to Development: Lessons Drawn from the Experience of Local Authorities.</p> <p>In September, under OHCHR chairing the GMG for the second half of 2010, all 14 members of the GMG (UN agencies plus IOM) sign and publish the landmark Joint Statement on the Human Rights of Migrants in Irregular Situations.</p> <p>ICMC publishes Working in Concert: Building Common Ground for the Global Governance of Migration, the findings of a year-long process of consultations involving 138 leaders in international migration, including 54 Ambassadors of countries with a diversity of migration profiles.</p>

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<p>Switzerland 2011</p> <p>Summit 1- 2 December 160 States</p> <p>Overarching theme <i>Taking Action on Migration and Development</i> - coherence, capacity and cooperation</p> <p>Civil Society Days 8- 9 November 204 delegates /organized by ICMC</p> <p>Common Space 1 December</p>	<p>For the first time in the GFMD agenda, a roundtable session focuses on the link between irregular migration and development strategies. Important "new" or fresh focuses also on:</p> <ul style="list-style-type: none"> - global care workers - the private sector, and - partnerships 	<p>A particular emphasis on decentralization of GFMD meetings and exchange, especially to the regions, with a year-long programme of 14 thematic and regional events.</p> <p>For the first time, at the invitation of the Swiss Chair, civil society self-organizes its official participation in the GFMD, led by the International Catholic Migration Commission (ICMC), working closely with leading civil society organizations around the world on civil society activities in every GFMD since.</p> <p>ICMC immediately:</p> <ul style="list-style-type: none"> - creates a structural bridge with the PGA for PGA delegates to participate and bring PGA reports in Civil Society Days and to the government Summit. -invites global trade union leader Sharan Burrow to keynote the 2011 GFMD Civil Society Days. 	<p>In February UNDESA organizes the Ninth Coordination Meeting on International Migration.</p> <p>Funded by Switzerland, UNDP, IOM and the GMG partner in piloting a global, multi-year and multi-phase project Mainstreaming Migration into National Development Strategies, beginning with national-level implementation in 4 countries.</p> <p>In June, the ILO adopts the long sought and landmark Convention (189) on Domestic Workers [396 votes for, 16 against and 63 abstaining], reaching the threshold of ratifications for coming into force 5 September 2013.</p> <p>In August, JMDI publishes the handbook Migration for Development: a bottom-up Approach: a Handbook for Practitioners and Policy Makers.</p> <p>In September, the UN SG appoints UNDP and UNDESA to chair a new UN System Task Team to support UN-wide preparations for the post-2015 global development agenda, including extensive consultations with all stakeholders.</p> <p>At the GFMD, the global trade unions issue a strong statement calling for governance of international migration that is norms-based and rejects deregulatory economic approaches.</p>	

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<p>Mauritius 2012</p> <p>Summit</p> <p>19-22 November 129 States</p> <p>Overarching theme</p> <p><i>Enhancing the Human Development of Migrants and their Contribution to the Development of Communities and States</i></p> <p>Civil Society Days</p> <p>19- 20 November 140 delegates /organized by ICMC</p> <p>Common Space</p> <p>1 December</p>	<p>For the first time in the GFMD agenda, a focus on refugees: in a two-day thematic workshop organized at ILO headquarters in September by UNHCR, ILO and the Chair on “Labour Mobility of Refugees”, with 77 participants from 20 states, 8 UN or intergovernmental agencies and 7 civil society.</p> <p>Particular emphases on: -linking to regional processes touching on migration, in Africa in particular.</p>	<p>For the first time, the GFMD Chair is not led by the Ministry of Foreign Affairs (rather, the Ministry of Finance and Economic Development).</p> <p>Wide agreement at the Civil Society Days to work for the first time towards a common, multi-year agenda of top-most civil society priorities for launch at the second High-level Dialogue on International Migration and Development at the UN General Assembly in 2013.</p>	<p>First country in Africa to take up the GFMD Chair; a country of migrant origin, stay and destination.</p> <p>The only GFMD achieved (through 2018) with almost no cost to the host government.</p> <p>Led by Mauritius, States prepare and reach consensus at the Summit on the Consolidated Assessment Paper- Phase II of the GFMD Assessment process.</p> <p>The MacArthur Foundation presents and civil society discusses an independent Study of the Outcomes and Impacts of the Global Forum on Migration and Development Civil Society Days.</p>	<p>In February UNDESA organizes the Tenth Coordination Meeting on International Migration.</p> <p>IOM and the Migration Policy Institute publish Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries.</p> <p>In June, the UN Task Team for the post-2015 UN development agenda publishes the seminal The Future We Want for All: the Report to the Secretary-General.</p> <p>Switzerland and Norway launch the Nansen Initiative, a state-led consultative process to build consensus on a Protection Agenda addressing the needs of people displaced across borders in the context of disasters and climate change. The Nansen Initiative will go on to work closely with the GFMD, including its follow-up organization the Platform on Disaster Displacement (PDD) becoming a continuing Observer of the GFMD.</p> <p>The United Nations Conference on Sustainable Development, held in Rio de Janeiro, calls on States to address international migration through international, regional or bilateral cooperation and dialogue and a comprehensive and balanced approach.</p> <p>The AU and EU organize technical meetings on the human rights of migrants, specifically domestic workers, and on the protection of refugees, asylum seekers and internally displaced persons. In the spirit of the Ouagadougou Action Plan to Combat Trafficking in human beings, the AU Commission’s regional campaign against trafficking in human beings, “AU Commit”, is launched in the African regional processes.</p> <p>IOM develops the Migration Crisis Operational Framework, endorsed by Member States at the 101st Session of the IOM Council in November.</p>

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<p>Sweden January 2013 – June 2014</p> <p>Summit 14- 16 May 2014 145 States</p> <p>Overarching theme <i>Unlocking the potential of migration for inclusive development</i></p> <p>Civil Society Days 12-13 May 157 delegates /organized by ICMC</p> <p>Common Space 14 May</p>	<p>2013 – 2014</p> <p>Particular emphasis in the Summit and other GFMD activities on:</p> <ul style="list-style-type: none"> -inclusive development -development planning at national regional and global levels, including elaboration of the new, post-2015 Sustainable Development Goals -challenges, rights and needs of vulnerable migrants 	<p>2013 – 2014</p> <p>For the first time, a GFMD Chair established and serving for a period longer than a single year.</p> <p>For the first time in the <i>States agenda</i> of the GFMD, a successful effort to engage the private sector directly in a dedicated session within the GFMD Summit itself.</p> <p>Particular emphasis on strengthening GFMD institutions and processes, e.g., governance and finance modalities and models.</p> <p>The GFMD Chair introduces four thematic workshops to supplement the preparation of Summit roundtable background papers, an approach which will often be followed by succeeding GFMD Chairs.</p> <p>For the first time at the GFMD, civil society organizes some 10 issue-specific "tea tables" for informal 90-minute conversation between representatives of 5 leading States and 5 leaders of civil society on possibilities for change and/or cooperation; continued with varying issues and participants at GFMDs through 2017.</p>	<p>2013</p> <p>The global trade unions call for rights-based approaches to migration in a statement of their expectations and priorities for the second High-level Dialogue on International Migration and Development (HLD) at the UN General Assembly in October.</p> <p>In February UNDESA organizes the Eleventh Coordination Meeting on International Migration, with particular focus towards the UN HLD in October. Participation about 90, including 25 from civil society.</p> <p>Following consultations with academics, the private sector and civil society, Bangladesh and Switzerland co-organize with UN agencies and IOM the 12-13 March states-led but multi-stakeholder Global Leadership Meeting on Population Dynamics in the Context of the Post-2015 Development Agenda, where the global mix of 50 states adopt by consensus a Dhaka Declaration with strong emphasis and recommendations on migration and development.</p> <p>In March, IOM publishes International Migration and Development Training Modules.</p> <p>JMDI publishes paper Local Authorities: The Missing Link for Harnessing the Potential of Migration for Development.</p> <p>In April 2013, the World Bank establishes KNOMAD, the Global Knowledge Platform on Migration and Development.</p> <p>Working with the GMG, IOM and UNFPA coordinate the report of the UN Systems Chief Executive Board, International Migration and Development: Contributions and Recommendations of the International System.</p> <p>UN Women publishes Gender on the Move: Working on the Migration-Development Nexus from a Gender Perspective.</p>	<p>2013</p> <p>The global trade unions call for rights-based approaches to migration in a statement of their expectations and priorities for the second High-level Dialogue on International Migration and Development (HLD) at the UN General Assembly in October.</p> <p>In February UNDESA organizes the Eleventh Coordination Meeting on International Migration, with particular focus towards the UN HLD in October. Participation about 90, including 25 from civil society.</p> <p>Following consultations with academics, the private sector and civil society, Bangladesh and Switzerland co-organize with UN agencies and IOM the 12-13 March states-led but multi-stakeholder Global Leadership Meeting on Population Dynamics in the Context of the Post-2015 Development Agenda, where the global mix of 50 states adopt by consensus a Dhaka Declaration with strong emphasis and recommendations on migration and development.</p> <p>In March, IOM publishes International Migration and Development Training Modules.</p> <p>JMDI publishes paper Local Authorities: The Missing Link for Harnessing the Potential of Migration for Development.</p> <p>In April 2013, the World Bank establishes KNOMAD, the Global Knowledge Platform on Migration and Development.</p> <p>Working with the GMG, IOM and UNFPA coordinate the report of the UN Systems Chief Executive Board, International Migration and Development: Contributions and Recommendations of the International System.</p> <p>UN Women publishes Gender on the Move: Working on the Migration-Development Nexus from a Gender Perspective.</p>

2014

With singular leadership from SRSO Peter Sutherland and his senior advisor Mr. François Fouinat, the GFMD programme propels the creation of the states-led but multi-stakeholder **MICIC Initiative (Migrants in Countries in Crisis)**. IOM and ICMPPD support the two-year global and regional process and development of guidelines for local, national and cross-border cooperation, with a progress report and discussion at GFMD 2014-2015 in Turkey and the guidelines completed and presented at the High-level Meeting on Refugees and Migrants at the UN General Assembly in September 2016. Both **IOM** and **ICMPD** then take forward implementation with related projects and training.

At the Civil Society Days:

- participants review and achieve strong convergence on a common **Stockholm Agenda for Inclusion of Migrants and Migration in the Post-2015 Sustainable Development Goals** at global and national levels.
- ICMC and partners launch the EU-funded Civil Society **MADE (Migration and Development) Network** to connect and support civil society implementation of the 5-year 8-point Plan worldwide through seven thematic working groups and regional networks.

-UNU presents its report **Global Migration Governance: A Decade of Change?**, with particular focus on the GFMD and civil society organizing.

IOM publishes **Migration and the United Nations Post-2015 Development Agenda**.

In September 2013, the World Economic Forum publishes **The Business Case for Migration**.

At the HLD, UNITAR launches a process for a **Mayoral Forum on Human Mobility, Migration and Development**, which organizes, with additional partners over the years, annual Mayoral Forums in Barcelona (2014), Quito (2015), and Queson City (2016), followed by Berlin (2017) where a direct link is made to the GFMD Summit and Marrakech (2018), where a new Mayors Mechanism is established for direct participation of the Mayoral Forum and mayors in the GFMD.

2014

In February UNDESA organizes the Twelfth **Coordination Meeting on International Migration**.

In April, Bangladesh, Switzerland and IOM convene a **Global Experts Meeting on Migration and the Post-2015 Development Agenda**, to refine and extend recommendations of the "Dhaka Declaration" adopted by 50 states at the Population Dynamics Meeting in Bangladesh in 2013, specifically on development factors and partnerships in the context of migrants and health, education, employment and decent work, and economic activity.

IOM presents its **International Recruitment Integrity System (IRIS)** at the GFMD Summit.

IOM publishes the first volume of the respected series **Fatal Journeys: Tracking Lives Lost during Migration**, with subsequent volumes in 2016 (with a particular focus on missing migrants), 2017 (a focus on data) and 2019 (focus on missing children.)

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Turkey July 2014 – December 2015	2014 – 2015 For the first time in the <i>States agenda</i> of the GFMD (and overcoming strong opposition from some states and UN agencies), a Summit roundtable session and other activities on refugees and other forced migrants .	2014 – 2015 States invite a new, independent Business Mechanism to organize regular participation of the private sector in the full range of GFMD activities, to participate as an integral non-state partner in the GFMD, becoming the second, alongside civil society. Creation of a new states-led GFMD Ad hoc Working Group, on Communications .	2014 The Chair is a country of migration of all kinds : origin, transit, stay and destination, but most more recently host for many years of a large and still-increasing number of refugees from neighboring countries. Increasing support but still some opposition to discussing refugees and forced migrants in GFMD processes.	2014 In September, following a multi-year process of broad, multi-actor consultation, OHCHR publishes Recommended Principles and Guidelines on Human Rights at International Borders . In October, KNOMAD publishes Evidence on Policies to Increase the Development Impacts of International Migration .
Summit 14– 16 October 2015 139 States Overarching theme <i>Strengthening Partnerships: Human Mobility for Sustainable Development</i> Civil Society Days 12– 13 October 225 delegates /organized by ICMC Common Space 14 October			2015 The Hague Process on Refugees and Migration conducts a study on the Return on Investment on Migration: What is in it for Businesses? for the Turkish GFMD Chair. 2015 In July, following months of negotiation, Member States at the UN General Assembly adopted the groundbreaking Addis Ababa Action Agenda on financing for development. 25 September 2015, all 193 UN Member States unanimously adopt the 2030 Agenda for Sustainable Development , containing targets expressly related to migrants and migration, and inclusion of migrants under all 17 goals. UNHCR High Commissioner António Guterres is a principal keynote at the GFMD Summit, emphasizing how migration and development issues and discussions are a bridge, not wall between refugee and migrant issues and responses.	2015 In February UNDESA organizes the Thirteenth Coordination Meeting on International Migration with particular focus on integrating migrants and migration in the emerging new SDGs. 126 participants, including 21 states plus the Holy See and EU. In April: -the GMG publishes Realizing the Inclusion of Migrants and Migration in the Post-2015 United Nations Development Agenda . -KNOMAD and OHCHR publish Human Rights Indicators for Migrants and their Families . In June, with GFMD support, the G-20 endorses a ceiling of 5% charge for transfer of remittances. In September, IOM launches its Global Migration Data Analysis Centre in Berlin. JMDI publishes the My JMDI Toolbox on Migration and Local Development, a set of 6 flexible modules for training and capacity building of local actors on how to mainstream migration into local development planning to better harness the development potential of migration.

Establishment of the **GFMD Business Mechanism**, with the International Organisation of Employers and World Economic Forum-Global Council on Migration as coordinating offices.

In October:

- following three years of multi-stakeholder regional, thematic and global consultations, Ministers and officials from 109 countries endorse the conclusions and recommendations of the **Nansen Initiative Protection Agenda** (the 'Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.')

- JMDI and IOM publish a white paper **Mainstreaming Migration into Local Development Planning and Beyond**.

In November:

- UNHCR facilitates and publishes with the GMG **Stocktaking Exercise on Protection at Sea: Report and Recommendations**.

- IOM Member States endorse the **Migration Governance Framework**, with a definition of SDG target 10.7 on safe, orderly and regular migration and recommendations for related migration policies and practices.

In December, ILO publishes its first edition of **ILO Global Estimates on Migrant Workers: Results and Methodology**, with a special focus on migrant domestic workers.

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<p>Bangladesh 2016 Summit 10- 12 December 124 States</p> <p>Overarching theme <i>Migration that works for Sustainable Development of all: Towards a Transformative Migration Agenda</i></p> <p>Civil Society Days 10- 11 December 200 delegates /organized by ICMC</p> <p>Business Meeting 11 December /organized by IOE and the GFMD Business Mechanism</p> <p>Common Space 10 December</p>	<p>Creation in February 2016 of a new states-led GFMD Ad hoc Working Group on the 2030 Agenda; at the Summit in Bangladesh its name and scope is extended with “and the Global Compact on Migration”.</p> <p>Expansion of Common Space to a full day organized within the Summit programme.</p> <p>For the first time, the Business Mechanism organizes activities within the GFMD programme, including the Summit.</p> <p>Leaders of GFMD civil society activities reach out to leaders of civil society in the field of refugees to unite in a new Civil Society Action Committee to mobilize civil society engagement and collective advocacy within and outside the GFMD towards the UN High-level Meeting on Large Movements of Refugees and Migrants at the UN in September, and follow-up on its New York Declaration, especially development of the two new Global Compacts.</p>	<p>In February, ICMC publishes Movement Report: A Global Civil Society Report of Progress and Impact on Migrant Rights and Development/first edition, an independent assessment of achievements in the first two years (2014 – 2015) of civil society’s 5-year 8-point Plan of Action.</p> <p>19 September 2016 – at the High-level Meeting on Large Movements of Refugees and Migrants (HLM), UN Member States unanimously adopt the New York Declaration for Refugees and Migrants, with commitments to migrants, and refugees both and separately, including Annex I containing a Comprehensive Refugee Response Framework and calling for a new Global Compact on Refugees (GCR), and Annex II calling (and suggesting elements) for a new Global Compact for Safe, Orderly and Regular Migration (GCM).</p> <p>Under the lead of the Ad Hoc Working Group on the 2030 Agenda, the GFMD prepares and presents its report and recommendations of the 2016 GFMD to the 2016 High-Level Political Forum on the SDGs (HLPF).</p> <p>The Business Mechanism holds its first meeting within the GFMD as an official non-state partner, and presents The Business Case for Migration: The GFMD Business Mechanism’s Position Paper and Recommendations for the Ninth GFMD Summit.</p>	<p>In February UNDESA organizes the Fourteenth Coordination Meeting on International Migration with particular focus on implementation and measuring progress of the SDGs. 175 participants, including 27 states plus the Holy See and EU.</p> <p>At the World Humanitarian Summit In May 2016, the states-led Platform for Disaster Displacement, is launched to implement the Nansen Initiative Protection Agenda, with GFMD Chair 2016 Bangladesh serving as Vice-chair and GFMD 2017 Co-chair Germany serving as Chair.</p> <p>In July, ILO adopts Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market. Together with the Economist Intelligence Unit, IOM develops a Migration Governance Index, linked to its Migration Governance Framework, to assist governments in assessing their migration policies and systems, especially for gaps and areas for improvement.</p> <p>ILO publishes its General Principles and Operating Guidelines for Fair Recruitment.</p> <p>In September, the World Bank publishes Migration and Development: A Role for the World Bank.</p> <p>IOM joins the United Nations as a related agency.</p> <p>In a statement linked to the GFMD, the global unions call for implementation of all SDGs for migrants, and also outcomes in the September 2016 UN HLM that— for all migrants—advance respect for labour and human rights, address vulnerabilities and abuse of migrants on the move and in the workplace, and strengthen the protection role of ILO and other international organizations.</p>	

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<p>Germany + Morocco Co-chairs, 2017 - 2018</p>	<p>For the first time: - two states serve as GMD Co-Chairs - two-year term of (Co) Chairmanship</p>	<p>For the first time, a direct connection made with the separate Mayoral Forum, organized in Berlin just before the GFMD with representatives participating and reporting directly in the GFMD Summit.</p> <p>For the first time, multi-stakeholder "migration labs" to forge or deepen working relationships and cooperation on complex issues of migration and development; in 2018, a pilot involving 33 leaders and actors from 18 countries establishes 8 cross-sectoral to focus on issues including reintegration, protecting vulnerable migrants, and inclusion of the private sector.</p>	<p>Two nearly two-year processes of global, regional and sectoral multi-stakeholder consultations begin for the two Global Compacts called for in the 2016 New York Declaration, with Mexico and Switzerland facilitating the states-led process towards the GCM, and UNHCR for the GCR.</p> <p>In February the acclaimed Sutherland Report presents a forward-looking agenda for action and cooperation in migration and governance with thematic and institutional analysis and 16 recommendations (including nearly 60 specific actions), proposed by Sir Peter Sutherland who, as first UN Special Representative of the Secretary-General for International Migration, many consider father of the GFMD and godfather of the two Global Compacts. The report reaffirms the value of the GFMD as a space to support consensus-building amongst States and include the voices of civil society, the private sector and local authorities.</p> <p>In March, ICMC publishes the second edition of its Movement Report, an independent assessment of progress on civil society's 5-year 8-point Plan of Action through the end of the Plan's third year, 2016, and presenting indicators for measuring progress in the further two years.</p>	<p>In February UNDESA organizes the Fifteenth Coordination Meeting on International Migration, with particular focus on the GCM. 280 participants, including 49 States plus the Holy See and EU.</p> <p>In March, Ms. Louise Arbour is appointed to succeed Sir Peter Sutherland as SRSG.</p> <p>Leading civil society networks and actors and UN agencies participating in the Child Rights Initiative publish Child Rights in the Global Compact: Recommendations for Protecting, Promoting and Implementing the Human Rights of Children on the Move in the Proposed Global Compacts, a cogent set of common positions for advocacy and action.</p> <p>In June two broad movements of non-state actors hold global meetings in Berlin and report their findings in the GFMD Summit:</p> <ul style="list-style-type: none"> - the separate Mayoral Forum on Human Mobility, Migration and Development - the Global Conference on Children on the Move, co-organized by the NGOs Terre des Hommes and Save the Children <p>In June KNOMAD publishes the report Experts Meeting on the Global Compact on Migration: Overview and Background Papers.</p>
<p>Germany 2017 Summit 28 - 30 June 2017 140 States</p>	<p>Overarching theme <i>Towards a Global Social Contract on Migration and Development</i></p>	<p>Civil Society Days 29 June + 1 July 200 delegates /organized by ICMC</p>	<p>Business Meeting 29 June/ organized by IOE and the GFMD Business Mechanism</p>	<p>Common Space 30 June</p>

Two GFMD Dialogues on the GCM are convened in Geneva, as well as a **Thematic Workshop** in Vienna on “The GFMD’s Contribution to the GCM.”

In June the GFMD Business Mechanism publishes **Toward a Global Compact on Migration: Perspectives on Labour Migration**.

With inputs and strong convergence at the GFMD Civil Society Days, from July through October leaders of GFMD civil society activities draft, circulate and gather wide support from civil society worldwide for the **Now and How Ten Acts for the Global Compact**, presenting common civil society positions for the two new Compacts.

Under the lead of the Ad Hoc Working Group on the 2030 Agenda and the GCM, the GFMD prepares and presents:

- its **report and recommendations of the 2017 GFMD to the 2017 HLPF**, and

- on 22 November, a **Thematic Recollection 2007-2017** of the GFMD as a GFMD contribution to the GCM process (expanding the earlier GFMD Thematic Recollection 2007 – 2012 prepared for the HLD in 2013)

States convene a states-led multi-stakeholder **Stocktaking** in Puerto Vallarta to review results from and close the consultations phase of the GCM, and prepare for its negotiations in 2018; leaders of GFMD civil society activities also convene and link a civil society Stocktaking there.

As GMG Chair for 2017, UNU coordinates and publishes a **Compendium of Policy-oriented, Research and Analytical Outputs** of GMG members on international migration, as a contribution to the process to develop the GCM.

In October, the GFMD Co-Chairmanship attends the **Seventh Global Meeting of Chairs and Secretariats of Regional Consultative Processes (RCPs) for Migration**, contributing the outcomes of GFMD meetings to the discussion of the contributions of inter-state consultation mechanisms on migration to the preparatory process of the GCM.

In November:

- KNOMAD publishes the policy brief **Refugees’ Right to Work and Access to Labour Markets**

- the Parliament of Malta, Parliamentary Assembly of the Mediterranean (PAM) and the Inter-Parliamentary Union, jointly host the **first Mediterranean Parliamentary Conference on Migration**, aiming to discuss cooperative responses to current migration challenges and opportunities in the region. The GFMD Moroccan Co-Chair is invited to speak, and emphasizes the lessons learned in the GFMD on the valuable role parliamentarians can play in migration discussions.

GFMD Chair	New themes or particular thematic emphases by that Chair	Institutional innovation during that GFMD	A sampling of key Outputs and international Outcomes in which GFMD activity plays an important role	A sampling of relevant International Inputs or Events
<p>Morocco 2018 Summit 5-7 December 2018 135 States</p> <p>Overarching theme <i>Honouring international commitments to unlock the potential of all migrants for development</i></p> <p>Civil Society Days 4 + 6 December 350 delegates /organized by ICMC</p> <p>Business Meeting 6 December /organized by IOE and the GFMD Business Mechanism</p> <p>Common Space 5 December</p>	<p>For the first time in the States agenda of the GFMD, roundtable sessions focused on: -migrant access to public services -young people on the move</p> <p>Also for the first time, a focus on migration and rural development, at a side event in New York, co-sponsored with the GMG.</p> <p>Particular emphasis also on climate change and migration.</p> <p>Migration Week in Marrakech, including adoption by UN Member States of the Global Compact for Safe, Orderly and Regular Migration, for referral to the UN General Assembly in New York for formal endorsement 19 December.</p>	<p>For the first time, all registered participants in the GFMD programmes of civil society and the Business Mechanism are invited to participate in the GFMD Summit's special session on the Platform for Partnerships, and the closing plenary.</p> <p>For the first time, States invite a new and independent Mayors Mechanism to organize regular participation of mayors and other local and regional authorities in the GFMD going forward, becoming the third "integral non-state partner" in the GFMD, alongside civil society and the Business Mechanism.</p> <p>The Chair re-launches the GFMD Marketplace, which was first held in 2007.</p>	<p>GFMD adopts the GFMD Communications Strategy from its Ad Hoc Working Group on Communications.</p> <p>Under the lead of the Ad Hoc Working Group on the 2030 Agenda and the GCM, the GFMD prepares and presents its report and recommendations of the 2018 GFMD to the 2018 HLPF.</p> <p>Under the leadership of former GFMD Chairs Ambassadors Conejos (Philippines 2008) and Gnesa (Switzerland 2011), a team of States and experts conduct multi-stakeholder interviews and analysis for a GFMD Review 2018: Ten Years of GFMD: Lessons Learnt and Future Perspectives, submitted to the 2017-2018 GFMD Co-Chairs for discussion in the Future of the Forum session of the GFMD 2018 Summit.</p> <p>Emphasizing the need to focus on practice now, the NGO Committee on Migration presents at the GFMD its first edition of A Compendium of Practices for implementation of the two Global Compacts, New York Declaration and SDGs, featuring 40 good practices worldwide across 4 themes: protection of children and vulnerable migrants across the migration cycle, migration induced by climate change and environmental degradation, and combatting xenophobia and discrimination.</p>	<p>In February UNDESA organizes the Sixteenth Coordination Meeting on International Migration, with particular focus on preparation of the GCM, taking stock of data, research and training practices and gaps, and some 260 participants.</p> <p>In April, following a two-year multi-actor process led by OHCHR, the Global Migration Group publishes Principles and Guidelines on the Human Rights Protection of Migrants in Vulnerable Situations.</p> <p>In May, the UN Secretary-General establishes the UN Migration Network as successor to the Global Migration Group, to ensure effective, timely and coordinated system-wide UN support to Member States, including in implementation, follow-up and review of the GCM.</p> <p>In July, KNOMAD publishes The Global Compacts and Environmental Drivers of Migration.</p> <p>In October, ILO adopts Guidelines concerning Statistics on International Labour Migration.</p> <p>ILO publishes ILO Global Statistics on International Migrant Workers: Results and Methodology.</p> <p>The global trade unions release a statement condemning countries expressing opposition to adoption of the Global Compact on Safe, Orderly and Regular Migration.</p>

At the Summit, Morocco presents an 81-page report of **Morocco's Migration Policies and the Global Compact for Safe, Orderly and Regular Migration**.

8 December, after the close of the GFMD Summit, the Mayors Mechanism of the GFMD is officially launched at the 5th Mayoral Forum, which also adopts the statement **Cities Working Together for Migrants and Refugees**.

19 December, pursuant to the **Declaration of the UN High-level Meeting on Large Movements of Refugees and Migrants in 2016**, and following extensive consultation processes and negotiations, Member States at the UN General Assembly almost unanimously adopt the non-binding **Global Compact for Safe, Orderly and Regular Migration** [152 for, 5 against and 12 abstaining]. The GCM contains a range of 23 commitments and practical options for cooperation related to migrants and all aspects of migration.

17 December, pursuant to the **Declaration of the UN High-level Meeting on Large Movements of Refugees and Migrants in 2016**, and following a series of thematic discussions and consultation processes and extensive negotiations, Member States at the UN General Assembly almost unanimously adopt the non-binding **Global Compact on Refugees** [181 for, 2 against, 3 abstaining]. The GCR contains guiding principles and a Comprehensive Refugee Response Framework for more predictable and practical responsibility-sharing, in particular in contexts of large movements of refugees.

GFMD Chair	New themes or particular thematic emphases by that Chair	Institutional innovation during that GFMD	A sampling of key Outputs and international Outcomes in which GFMD activity plays an important role	A sampling of relevant International Inputs or Events
<p>Ecuador 2019 Summit 21 – 24 January 2020</p> <p>Overarching theme Government meeting 22 January <i>Sustainable approaches to human mobility: Upholding rights, strengthening state agency, and advancing development through partnerships and collective action</i></p> <p>Civil Society Day 22 January 220 delegates invited /organized by ICMC and the GFMD Business Mechanism</p> <p>Business Meeting 22 January</p> <p>Mayoral Forum 22 January /organized by the GFMD Mayors Mechanism and partners</p> <p>Common Space 23 January</p>	<p>For the first time in the GFMD, a roundtable session focused on: -urban and rural dynamics of migration and development - access to services and inclusion of forced migrants</p> <p>For the first time in the States agenda of the GFMD, a roundtable session focused on mixed migration</p> <p>Chairmanship aims to build a bridge between the Global Compacts for Refugees and Migration.</p>	<p>For the first time, representatives of the coordinating offices of all three GFMD mechanisms (civil society, business and mayors) are invited to participate, along with select other observers, with heads of States delegations in the Future of the Forum Session; select experts from these mechanisms can participate in the government meeting, and all participants in these mechanisms in the Opening, Closing and Platform for Partnerships sessions of the Summit.</p> <p>Participation of all three mechanisms is also strengthened by the full day of Common Space jointly prepared with the Chair.</p> <p>Following up on the recommendations of the 10-Year Review report, the Ecuadorian Chairmanship, with the assistance of Dialogue Associates, institutes state of the art facilitation techniques to improve the quality and interactivity of dialogue in workshops and roundtables.</p> <p>In partnership with ICMC's Migration EU Expertise Initiative (MIEUX), the Chairmanship holds four regional workshops throughout the year in the Latin American and Caribbean Region on topics relevant to the roundtable themes. In addition to a number of thematic workshops in partnership with IFAD, these efforts more effectively regionalizing GFMD discussions, as well as feeding into the roundtable background papers.</p> <p>The Chairmanship strengthens links to academia, including by holding a National Academic Workshop to foster the engagement of Ecuadorian academics, and inviting academics to thematic workshops and the Summit.</p> <p>Plans for the 2019 Summit include:</p> <ul style="list-style-type: none"> -the Ecuadorian Chair operationalizing the GFMD Marketplace - the Business Mechanism hosting a new 'Tech Garden' showcasing the work of entrepreneurs in solving migration challenges. 	<p>The GFMD Ad hoc Working Group on Sustainable Development and International Migration (formerly the WG on the 2030 Agenda and the GCM) prepares and presents its 2019 report and recommendations of the GFMD to the HLPF 2019. The contribution incorporates the input of all three GFMD mechanisms: civil society, business and mayors.</p> <p>The GFMD Steering Group endorses the GFMD Key Features and Supporting Recommendations, a document providing a framework for the follow up and implementation of the 10-Year Review recommendations, which was prepared by the Ad hoc Working Group on Sustainable Development and International Migration. It will inform the Future of the Forum session in Quito.</p> <p>Ecuador Chair publishes ENGINE: Exchange and Action in the Global Forum on Migration and Development, and the 2019 Pivot to Practice, looking back at GFMD outcomes and value since 2007 and forward with fresh vision and a pivot to practice.</p>	<p>In February: -ILO publishes Labour Migration and Migrant Workers in the 2030 Agenda for Sustainable Development. -a series of events focused on migration occur in New York, collectively called 'Migration Week', including the Expert Symposium on International Migration and Development; the UN High-Level Debate on International Migration and Development; and IOM's International Dialogue on Migration.</p> <p>The resolution defining the modalities of the International Migration Review Forum (IMRF) is negotiated, with input from the GFMD, in the first half of the year, and adopted by the UNGA in July. The IMRF is a key mechanism of the implementation of the GCM, and will meet every four years in New York from 2022.</p> <p>In September KNOMAD publishes Leveraging Economic Migration for Development: A Briefing for the World Bank Board.</p> <p>As a response and resource to one of the top priorities of the Ecuador GFMD, and synthesizing direct experience and interviews with a range of front-line actors, in October the Geneva-based Mixed Migration Centre, a network of regional hubs in Asia, East Africa and Yemen, Europe, the Middle East, North Africa, and West Africa, publishes Wheels in Motion, a mapping of current practice, findings and 7 key recommendations on implementation of the GCM and other intergovernmental commitments in mixed migration.</p>

ANNEX.

LIST OF WRITTEN INPUTS AND INTERVIEWS FOR THIS PUBLICATION

We acknowledge with gratitude the following leaders of the GFMD across the years, for sharing their thoughts with us either in writing, or in an interview, or both.

Key: * = written input [17]; # = interviewed [32]

GFMD states and intergovernmental

# H.E. Ambassador Eva Åkerman Börje	Senior Policy Advisor, Office of the Director General, IOM; and Head of the Secretariat for the Swedish Chairmanship of the GFMD 2013 - 2014
*# H.E. Ambassador Esteban B. Conejos, Jr.	former Undersecretary of Foreign Affairs for Migrant Workers' Affairs; GFMD 2008 Chair, Philippines
*# H.E. Ambassador Ms. Régine De Clercq	Founding Executive Director of the GFMD; GFMD 2007 Chair Belgium
*# Mr. François Fouinat	former Senior Advisor to the UN Special Representative of the Secretary-General on International Migration
# Ms. Malin Frankenhaeuser	Head of Policy, International Centre for Migration Policy Development (ICMPD)
*# H.E. Mr. Eduard Gnesa	former Special Ambassador for International Cooperation in Migration of Switzerland; GFMD 2011 Chair
# H.E. Mr. Juan José Gómez Camacho	Ambassador of Mexico to Canada; GFMD 2010 Chair
* # H.E. Mr. Md. Shahidul Haque	Foreign Secretary of Bangladesh; GFMD 2016 Chair
* H.E. Mr. Michail S. Kosmidis	Acting Head of Migration Policy, Ministry of Citizen's Protection, Greece, for the GFMD 2009 Chairmanship
* # Ms. Estrella Lajom	Head of GFMD Support Unit

# Ms. Michele Klein Solomon	Director of the Policy Hub, Office of the Director General, International Organization for Migration (IOM)
# Mr. Gregory Maniatis	Director, International Migration Initiative, Open Society Foundations; former Senior Advisor to the UN Special Representative of the Secretary-General on International Migration
* H.E. Mr. Ali Mansoor	former Financial Secretary of the Ministry of Finance and Economic Development; GFMD 2012 Chair, Mauritius
# H.E. Mr. Pietro Mona	Ambassador for Development, Forced Displacement and Migration, Switzerland
* H.E. Mr. El Habib Nadir	Governor of the Sidi Kacem Province, Morocco; GFMD 2017 - 2018 Co-Chair
* H.E. Mr. Mehmet Samsar	Ambassador of Turkey to Russia; GFMD 2014 - 2015 Chair
* H.E. Mr. Götz Schmidt-Bremme	Ambassador of Germany to Morocco; GFMD 2017 - 2018 Co-Chair
# H.E. Mr. Alex Zalami	United Arab Emirates GFMD 2020 Chairmanship

GFMD integral non-state partners

Civil Society: the Civil Society Coordinating Office of the International Catholic Migration Commission (ICMC), with inputs by the Civil Society International Steering Committee (ISC)

- ***# Mr. Stéphane Jaquemet**, Coordinator; and Co-convenor civil society Action Committee
- **# Mr. Colin Rajah**, Coordinator civil society Action Committee

For the Business Mechanism

- *** Mr. Austin Fragomen**, Chairman, GFMD Business Advisory Group
- **# Ms. Stéphanie Winet**, head of the Business Mechanism International Organisation of Employers (IOE)

* For the Mayors Mechanism: the Mayors Mechanism Steering Group

- **Mr. Mohamed Boussraoui**, United Cities and Local Governments (UCLG)
- **# Ms. Sarah Rosengaertner** for the Mayors Migration Council (MMC)
- **Ms. Jill Helke**, International Organization for Migration (IOM)
- **# Ms. Barbara Sidoti**, International Consultant

Others interviewed

# Ms. Mary Bingham-Johnsen	Executive Committee, NGO Committee on Migration
# Mr. Gibril Faal	founding Director of ADEPT (Africa-Europe Diaspora Development Platform); and Co-Chair of the GFMD Civil Society Days 2014
* # Mr. Bram Frouws	Head of the Mixed Migration Centre
# Mr. William Gois	Regional Coordinator, Migrant Forum in Asia; Chair of the GFMD Civil Society Days 2011
# Ms. Emer Groarke	IrishAid; formerly programme Coordinator of the GFMD Civil Society Days 2018
# Ms. Jin Sook Lee	Global Campaign Director, Building and Woodworkers International
# Ms. Michele Levoy	Director, Platform for International Cooperation on Undocumented Migrants; Chair of the GFMD Civil Society Days 2014
# Ms. Wies Maas	Coordinator, International Programme. Dutch Council for Refugees; Chair of the GFMD Civil Society Days 2017
* # Ms. Kathleen Newland	Senior Fellow and Co-Founder of the Migration Policy Institute
# Mr. Ignacio Packer	Executive Director, International Council of Voluntary Agencies (ICVA); Chair of the GFMD Civil Society Days 2015 and Co-Convenor of the civil society Action Committee
* # Ms. Eva Sandis	Past Chair, NGO Committee on Migration; Co-Convenor of the civil society Action Committee
# Ms. Mirela Shuteriqi	Director of Policy, International Council of Voluntary Agencies (ICVA)
# Mr. John Slocum	Independent Consultant; formerly Grants Officer, the MacArthur Foundation
# Ms. Sophie van Haasen	Consultant, Mixed Migration Centre; formerly programme Coordinator of the GFMD Civil Society Days 2017

For this publication, I invited past Chairs of the Global Forum on Migration and Development in their personal capacities to share their key experiences and reflections on their respective period as Chair. I hope that their individual voices and testimonials can inspire fresh interest, further reflection, motivation and new energy as the GFMD continues forward in this new era of implementation—both within and outside the context of the Global Compact for Safe, Orderly and Regular Migration. I believe that such energy is essential—and eminently credible—in the GFMD, given its central role over the years in steadily opening the way for cross-border exchange on policy and practice, the GCM and broader cooperation. This publication also features the future outlooks of the three integral non-state mechanisms of the Global Forum – civil society, private sector and the mayors.

The Republic of Ecuador, Chair of the 2019 GFMD, welcomes, joins and appreciates the opportunity that this publication provides to present this range of experience, insight, vision and recommendations—many supported with solid or growing consensus.

Ambassador Santiago Javier Chávez Pareja
Chair, GFMD 2019



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GFMDprocess



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