

**GLOBAL FORUM  
ON MIGRATION  
AND DEVELOPMENT**



# GLOBAL FORUM ON MIGRATION AND DEVELOPMENT



*Report of the first meeting  
of the Global Forum  
on Migration and Development*

*Belgium,  
July 9-11, 2007*

**BRUYLANT**  
**BRUXELLES**  
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This report is a detailed record of the preparation, proceedings and outcomes of the first meeting of the Global Forum on Migration and Development organised by the Government of Belgium on 9-11 July, 2007, in consultation with the Special Representative of the Secretary General of the United Nations on International Migration and Development and an open-ended group of UN Member States, the “Friends of the Forum”. It is a testimony to the extraordinary collaboration possible today among governments, and between governments, international organizations and other civil society players, on migration and development and to the existing potential for the identification of mutually reinforcing policies in these areas. The meeting aimed to deepen understanding of the opportunities and challenges of migration for development and vice versa, and to identify practical ways to address these at national, regional and global levels. It also established a structural framework to assure the continuation of this global process.

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IMPRIMÉ EN BELGIQUE

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## ACKNOWLEDGMENTS

This report not only reflects the discussions and outcomes of the three-day meeting of the Global Forum on Migration and Development, but also provides insight into its preparation, which distinguished itself as open, participative and globally inclusive, involving governments, international organizations, NGOs and civil society.

The Government of Belgium which offered to organise the first ever meeting of the Forum, at the initiative of the Minister for Development Cooperation, Mr Armand De Decker, largely financed the meeting. It initiated the process with the support of an interdepartmental group, which acted as a conceptual think-tank and gave logistical support, in particular in the initial phase.

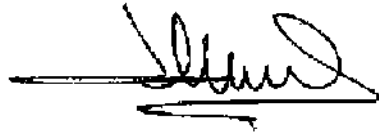
Thanks to the financial support and the secondment of personnel by several governments and institutions, I could set up by the end of 2006 an *ad hoc* international Taskforce of Belgian and international experts, which I had the pleasure to direct. The Taskforce undertook from January 2007 onwards all activities related to the preparations and the organization of the first Forum meeting. Its contribution was pivotal to the success of the preparatory process as well as of the meeting itself.

My thanks also go to all those who contributed in some way to the success of this launching of the GFMD process: the Special Representative of the Secretary General of the United Nations on International Migration and Development, the GFMD “focal points”, participating governments, institutions and individuals. Special mention should be made of those, who over many months prepared the roundtable sessions by coordinating the session partnerships, drafting working papers and other documents, and those who served as chairs, speakers, discussants and rapporteurs for the roundtable sessions. My appreciation goes also to the King Baudouin Foundation, which so ably organized the Civil Society Day.

In the end, as I had hoped, the success of this Forum-meeting turned out to be greater than the sum of its participants, which augurs well for the future of the GFMD process. The chairmanship of the process has now been handed on to the Government

## ACKNOWLEDGMENTS

of the Philippines. May it continue on behalf of all those migrants, women, men and children, whose lot this process aims to improve.

A handwritten signature in black ink, appearing to read 'Régine De Clercq', is written over a horizontal line. The signature is stylized and cursive.

RÉGINE DE CLERCQ

AMBASSADOR FOR MIGRATION  
AND ASYLUM POLICY  
BELGIAN EXECUTIVE DIRECTOR  
OF THE GLOBAL FORUM  
ON MIGRATION AND DEVELOPMENT



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The **King Baudouin Foundation** (1) for the organisation of the **Civil Society Day**.

### **Belgian GFMD Taskforce, support group, permanent representations and embassies :**

The *GFMD Taskforce* under the Direction of H.E. Ms Régine De Clercq, Belgian Executive Director of the GFMD : Mr Lansine Coulibaly, Mr Rolf K. Jenny, Mr Ciriaco Lagunzad, Mr Bertwin Lussenburg, Mr Romeo Matsas, Mr Albert Moses, Ms Irena Omelaniuk, Ms Véronique de Ryckere and Ms Valérie Van Goethem.

The *Belgian support group* consisted of the Chancellery of the Prime Minister and the offices and administrations of the following ministries : Federal Public Services of Interior, Finances, Foreign Affairs, Foreign Trade and Development Cooperation, Justice; Employment, Labour and Social Dialogue, Health, Food Chain Safety and Environment as well as the Office of the Secretary of State for European Affairs, the *Plan Bureau* and the Centre for Equal Opportunities and Opposition to Racism. The support group was of critical importance and particularly inspiring in the initial phase of the process. Special mention

(1) The King Baudouin Foundation (KBF) is a Belgian public benefit foundation established in 1976 on the occasion of the 25th anniversary of King Baudouin's reign. The KBF supports projects and citizens aiming at building a better society. Its objective is to contribute in a sustainable way to justice, democracy and respect for diversity. The KBF is independent and pluralistic. More information on this foundation is available on <http://www.kbs-frb.be>.

needs to be made of Mr Walter Stevens, chief of staff of Minister Karel De Gucht, of Mr Pierre Vaesen, chief of staff of Minister Armand De Decker for his relentless support and his successor Mr Michel Van der Stichele, of Ms Adriana Laskaris, adviser to the Minister of Foreign Affairs, of Ms Isabelle Mazzara, adviser to the Minister of Interior for her contribution to the conceptual work, of Mr Igor Haustrate, Deputy Director-General for Development Cooperation, and of Mr Bart Verstraeten of the Federal Public Service of Interior who compiled all the answers of the survey on the priorities, with the assistance of Mr Alain Schmidt and Mr Jean-Michel Swalens.

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**Special Representative of the Secretary General of the United Nations on International Migration and Development :**

Mr Peter Sutherland, and his advisers : Mr François Fouinat and Mr Gregory Maniatis.

**Roundtable panellists and general rapporteurs :**

Mr Youssef Amrani, H.E. Mr Antonio Arenales Forno, Mr Ibrahim Awad, Ms Maria João Azevedo, Ms Rosalinda Baldoz, Mr Luca Barbone, Ms Rachel Bayani, Mr Carlos Rodriguez Bocanegra, Mr Peter Bosch, Ms Anita Bundegaard, Mr Chukwu-Emeka Chikizie, Mr Rene Cristobal, Mr Jeff Dayton Johnson, Mr Jean-Louis De Brouwer, Mr Pedro de Lima, Mr Jozef De Witte, H.E. Prof. Oumar Hammadoun Dicko, Mr Seringe Dieye, Ms Ana Eugenia Duran, Ms Ayse Elif Talu, Mr Ola Henrikson, H.E. Ms Margarita Escobar, Mr Abdelatif Fezzani, Mr Jean-Pierre Garson, Mr Samuel Goagoseb, Mr Diwa C. Guinigundo, Mr Carlos Gonzalez Gutierrez, Mr Shahidul Haque, Mr Igor Haustrate, Ms Renée Jones-Bos, Mr Arun Kashyap, Mr Sefu Kawayo, Ms Michele Klein Solomon, Ms Anne-Françoise Lefevre, Mr Mark Lowcock, H.E. Mr Enrique A. Manalo, Mr Richard Manning, Mr Ali Mansoor, Mr René Mantha, Prof. Philip Martin, Dr. Lester Mejía Solís, Dr. Isaac Mensa-Bonsu, Mr Marin Molosag, Ms Maria Ochoa-Llido, Mr Kevin O'Sullivan, Dr. Ann Phoya, Ms Manuela Ramin-Osmundsen, Dr. Hamidur Rashid, Ms Marjatta Rasi, Mr Dilip Ratha, Ms Marta Rodríguez-Tarduchy, Mr Marianito D. Roque, Mr Robertus Rozenburg, Dr. Ken Sagoe, Mr Kaba Sangare, H.E. Mr Manjaiiv Singh Puri, Dr. Dhananjayan Sriskandarajah, Ms Patricia Sto. Tomas, Mr Joakim Stymne, Dr.

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**Contributors on horizontal issues :**

The Centre for Equal Opportunities and Opposition to Racism (Belgium), the Institute for the Equality of Women and Men (Belgium), the International Labour Organization (ILO), the International Organization for Migration (IOM), the International Research and Training Institute for the Advancement of Women (INSTRAW), the Office of the High Commissioner for Human Rights (OHCHR), the UN Division for the Advancement of Women (UNDAW) and the UN Development Fund for Women (UNIFEM).

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**Proofreading of documents in Spanish :**

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## FOREWORD

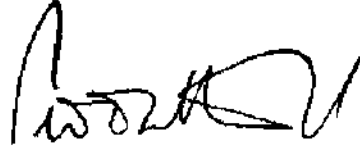
When the High-Level Dialogue took place in the General Assembly in New York in September 2006, Belgium undertook to host the first Global Forum on Migration and Development. This was a unique undertaking and had no precedent. Whilst clearly supported by an overwhelming majority of the Member States of the United Nations, and promoted by its Secretary General Mr Kofi Annan, the proposed intergovernmental dialogue had no real structure to support it. It also sought to deal constructively with sensitive political issues. Not only was Belgium brave but it was generous. As events were to transpire, it was also efficient and effective.

The first meeting of the Global Forum on Migration and Development was a great success. This remarkable experiment in intergovernmental cooperation, in a field and on a subject which had often invited emotion and controversy, achieved its objectives. Experiments invariably bring risk, but this one succeeded with flying colours.

So it is significantly due to the insight and commitment of the Government of Belgium, its Taskforce for the GFMD, ably led by Ambassador Régine De Clercq, and the global network of participants in the preparation of this meeting, that it became the success it was. Because of its truly original, but intricate organizational set-up, the meeting was particularly complicated to prepare, not least because of the very short time-span the Belgian government had within which to prepare it.

The Brussels meeting has laid the basis for what we now call the 'GFMD-process', and this process will, I am sure, flourish in the future. This future is however contingent upon the continued inspiration and commitment of all the actors involved: governments, civil society and international organizations – and, last but not least, migrants themselves and all the individuals who devote their lives to improving their lot and development all over the world. The ideas and examples provided by the Forum must be acted upon and the relationships must be developed.

The Philippines will carry the torch next year and I have no doubt will build on what has already been achieved.

A handwritten signature in black ink, appearing to read 'Peter Sutherland', written in a cursive style.

PETER SUTHERLAND

SPECIAL REPRESENTATIVE  
OF THE SECRETARY GENERAL  
OF THE UNITED NATIONS  
ON INTERNATIONAL MIGRATION  
AND DEVELOPMENT

## EXECUTIVE SUMMARY

This report is a detailed record of the proceedings and outcomes of the first meeting of the Global Forum on Migration and Development (GFMD) in Brussels on 9-11 July, 2007. It is a testimony to the extraordinary collaboration possible today among governments, and between governments, international organizations and other civil society players, on migration and development and mutually reinforcing policies in these areas. The meeting launched a process of informal global dialogue and exchange of good practice on a scale hitherto unknown in this relatively new policy field. It also established a framing structure to assure the continuation of this global process.

Following the **inception of the global forum** as a government-led process at the UN High Level Dialogue on International Migration and Development in September 2006, Belgium proposed a concept and format, on the basis of which it organized the first meeting in consultation with the Special Representative of the Secretary General of the United Nations on International Migration and Development and an open-ended group of UN Member States, the “Friends of the Forum” (FoF). Based on some general indications of the nature and format it should take – such as being non-binding and inclusive of all UN Member States – Belgium developed the concept of the Forum and, with its international Taskforce, established a new team-based approach to inter-governmental cooperation around themes of common interest. The meeting aimed to deepen understanding of the opportunities and challenges of migration for development and vice versa. It also sought to identify practical ways to address these at national, regional and global levels. It brought together government and international expertise in this endeavour.

**Priority themes** were identified by the governments in a survey conducted at the end of 2006, and the meeting was structured around these themes in three roundtables, with some themes addressed in a horizontal manner (See below). Participation was balanced across regions and developing and developed worlds. The meeting was unique in fostering **interactive, constructive dialogue and cooperation** among governments and with other relevant agencies. Already in the preparatory process,

participants worked together in interactive teams across global issues, engaging some 43 governments, 12 international organizations and 7 civil society entities, as well as the European Commission. This strong government ownership and the willingness of participants to come prepared with concrete inputs to the meeting helped move the discourse from theory to concrete actions, which are likely to reinforce the links between migration and development.

The following **key conclusions** can be drawn from the first meeting of the Forum and its preparatory process :

- The GFMD has established a **new approach to migration** by squarely moving development to the centre of the migration debate; and enabled a **shift of the migration and development paradigm** by promoting legal migration as an opportunity for development of both origin and destination countries, rather than as a threat.
- It paves the way for a **longer term common global vision** on migration, based on the recognition of mutual benefits to developing and developed countries; and for restoring trust in migration systems world-wide. Nevertheless, divergent interests and situations will always preclude “one size fits all” solutions.
- It **opens the space** for migration and development policy-makers to reach their respective objectives more effectively by both acknowledging and addressing the benefits and risks of migration for poor people and developing countries.
- It has shown that **sharing responsibilities between developed and developing countries** can make migration work better for development and vice versa; and that development can lead to migration by choice and not by necessity.
- It provides a **platform for discussing experiences, innovative and good practices**, and for identifying concrete ways of assuring the positive contribution of legal migration to development (See more details in the roundtable reports).
- It has created, through the country **focal points**, a vehicle for greater coherence and a more comprehensive approach towards migration, development and other policies at national level. As pointed out by the Global Commission on International Migration (GCIM), this can lead to more coherence in these areas at the international level.

The first nine months of the GFMD process have also set in place a **structuring framework** – in regard to the content and



the process – for addressing migration and development issues at the global level. This framework provides the basis for actively following up on the outcomes of the first meeting and reporting on their progress at the next GFMD meeting. It comprises :

- A **global survey**, launched in November 2006, in which governments defined thematic priorities to be addressed by the Forum ;
- A global network of more than 150 national **focal points**.
- The group of the **Friends of the Forum** : a consultative body open to all UN Member States and other observers (2).
- The **creation of teams** among governments, international organizations and civil society to prepare the roundtable sessions.
- **Operating modalities** for the continuation of the Forum, including its link with the UN and the beginnings of a support structure.

**The first meeting of the Forum** comprised a day of Civil Society consultations and a 2-day Governmental meeting :

1. The **Civil Society Day**, organized by the King Baudouin Foundation, gathered more than 200 representatives of NGOs, diaspora organizations, private sector, academics and trade unions worldwide. It concluded among others that migration *per se* will not bring about development. New approaches are needed to enable migrants to be partners in defining and implementing inclusive, equitable and sustainable development policies. While it was stated that **structural barriers to development in countries of origin and destination can not be overcome without responsible governmental actions**, it was stressed that non-state actors have an important role to play in working towards this change. A report was presented in the 10 July plenary session of the governmental meeting.

2. The **Governmental meeting** attracted more than 800 delegates, representing 156 UN Member States and more than 20 international organizations and other observers in two plenary sessions and 12 roundtable sessions focused on : i) *human capital development and labour mobility*, ii) *remittances and other diaspora resources*, and iii) *enhancing institutional and policy coherence and promoting partnerships*. Cross-cutting issues of *root causes of migration, human rights and gender*, identified by some govern-

(2) The Friends of the Forum is open to all UN Member States and to some of the UN permanent observers in the sessions and in the work of the UN General Assembly, as well as to some other observers (international and regional organizations).

ments as crucial for the migration/development debate, were examined in a horizontal way across the roundtable sessions. The discussions resulted in a number of recommendations for short, medium and longer-term action at national, bilateral and global levels. Some of these require immediate follow-up action by governments in partnership with other actors as appropriate. This should be reported at the next GFMD meeting in Manila in 2008.

Present at the **opening session** were *H.R.H. Prince Philippe of Belgium* representing *His Majesty King Albert II*. The meeting was addressed by the *United Nations Secretary General, H.E. Mr Ban Ki-moon* and the *Prime Minister of Belgium, Mr Guy Verhofstadt*. Supportive speeches were held by heads of agencies, international and regional organizations, including the European Commission, Commission of the African Union, African, Caribbean and Pacific Group of States, and the former President of Mexico. The meeting was chaired by the *Belgian Executive Director of the GFMD, Ambassador Régine De Clercq*. During the closing session, the outcomes of the meeting were reported by the chief rapporteurs: *Ms Patricia Sto Tomas* (Philippines), *Minister Oumar Hammadoun Dicko* (Mali), *Mr Richard Manning* (OECD – DAC) and *Mr Jozef De Witte* (Centre for Equal Opportunities and Opposition to Racism, Belgium). Closing remarks were given by the *Hon. Arturo D. Brion, Secretary of Labour* (the Philippines); and the final conclusions and recommendations were delivered by the Chair, Ambassador Régine De Clercq. The meeting was seen as a milestone in the history of the global migration and development debate, and governments were urged to continue the consultative mechanisms and informal discussions towards firm commitments, partnerships and international cooperation in a productive and linked-up way.

#### ROUNDTABLE SESSIONS

The discussions across the thematic sessions were diverse, but also inter-linked in reinforcing some key messages about migration and development policies, in particular the fact that migration *per se* is neither the sole cause, nor a panacea, for development. Migration policies towards better development outcomes could only supplement broader structural and political development efforts by governments, not supplant them. Participants across a range of sessions also affirmed that the developmental benefits of migration are closely tied to social and economic pro-

tection and empowerment of the migrants abroad and their families back home. This could be best achieved through policies that better link labour market and migration planning; provide decent, standard labour contracts; inform, orient and train the migrants, also in financial literacy; regulate recruiters, employers and other non-state agencies, lower the up-front costs of migration and the back-end costs of remittances; address gender and family issues; and enhance diaspora engagement with home country needs. Institutional and policy coherence within and between governments, strong inter-governmental and public-private partnerships, and more flexible approaches to labour and skills circulation between countries were likely to make such policies work.

Most of the outcomes deriving from the roundtable discussions will require follow-up action in the next 12 months and will be reported on at the Manila meeting in 2008.

**Roundtable 1 (Human capital development and labour mobility: maximizing opportunities and minimizing risks)** discussed how in the pursuit of both goals, one can maximize opportunities and minimize risks for the migrants, their families and communities at home. Four areas were addressed where migration and development interface directly and new policy approaches are emerging: highly skilled migration, particularly between developing and developed countries; temporary labour migration and its contribution to development, the role of the private sector and other non-state agencies in temporary labour migration; and how circular migration and sustainable return can serve as development tools.

Key outcomes of these debates include: *compendia of good policies and practice* for countries of origin and destination in the area of highly skilled migration, drawing lessons also from codes of ethical recruitment in the health sector; and in the area of temporary labour migration, particularly bilateral labour schemes. Recommendations are made for a *feasibility study* of how financial intermediation services could help lower the costs of migration for labour migrants from developing countries; and for the *establishment of migrant resource/information centres* along a well traversed migration corridor. It is suggested that the Guatemala-Canada seasonal agricultural worker model be expanded to in other countries and sectors. *Two workshops* were proposed – one on good recruitment and employment practices and standards for temporary labour migration, and one on circular migration and possible pilots to test the concept between EU and non-

EU partner states. An independent assessment should also be undertaken of the (potential) developmental impacts of skills circulation models such as MIDA and TOKTEN (3). There was also a general recommendation for better gender-disaggregated data on skilled migration.

**Roundtable 2 (Remittances and other diaspora resources : increasing their net volume and development impact)** looked at migrant remittances and other diaspora resources as private initiatives that can benefit development, and how their positive impact can be leveraged through appropriate policies and actions by governments in partnership with private sector and other stakeholders. Four areas were addressed to increase the beneficial effects of these migrant resources : reducing the costs of, and formalizing, remittance transfers; increasing the micro impacts of remittances; leveraging the macro impacts of remittances; and strengthening diaspora contributions to development.

Key outcomes of these debates include the identification of policies and practices *to enhance competition* in the remittance industry, support *partnerships between financial institutions*, and take full advantage of new technologies in this regard for reducing the cost and improving the formalization of transfers. Exchange of best practices in making remittances work for development at micro and macro levels should be strengthened through, e.g. : more transparent *information and financial literacy programs* for remittance senders and recipients; *support structures* for on-the-ground management of migrant investments; improved *collection of remittance data* to factor into calculations of *country creditworthiness* and facilitate access to international financing, also for development projects; or *securitization* of future remittance flows and issuance of *diaspora bonds*. Participants also posited some innovative ideas for better engagement with diasporas for development : *enhance the links between diasporas and countries of origin, create an enabling environment* to strengthen diaspora capacities to move and trade between home and host countries and network among themselves; and *include diaspora activities in national and local development plans*. *More research* was needed on remittance senders' behaviour (including over generations), the impact of remittances on gender and family relations, diaspora integration in the host country and its ability to work on development.

(3) MIDA – Migration for Development in Africa program (IOM); TOKTEN – Transfer of Knowledge through Expatriate Networks (UNDP).

**Roundtable 3 (Enhancing policy and institutional coherence and promoting partnerships)** considered how policy and institutional coherence may be promoted and achieved. Three areas were addressed: latest initiatives and progress for measuring migration and development-related impacts; coherent policy planning and methodology to link migration and development; and regional consultative processes on migration, and development: advancing cooperation. In addition, two useful surveys were undertaken to support the preparation of sessions 3.2 and 3.4.

Key outcomes include concrete proposals for the creation of *working groups* on: a) assessment and coordination of research priorities in the areas of migration and development; b) better data gathering and sharing; and c) good practices and lessons learned in promoting policy coherence within governments. *Reports* are also expected to be prepared on a) lessons about policy coherence drawn from current research, and b) progress on national plans to promote synergies between migration and development policies and actions. Governments are urged to set up formal and informal mechanisms to strengthen *inter-ministerial communication and synergies*; and to better *include migration in their national development planning processes* (e.g. Poverty Reduction Strategies). The *network of GFMD focal points* should also be consolidated to this end. Donors should support *more institutional capacity building* in developing countries. Links should be created between RCPs and the GFMD, and greater information, links and cross-fertilization among RCPs should be fostered, e.g. through a *common database*, and a *newsletter*, both of which could be reported on in Manila.

**Horizontal issues** examined throughout the meeting and its preparation included *root causes of migration, human rights and gender*. Among the *root causes*, economic, demographic and social disparities, political, climatic or environmental instability, undemocratic regimes, and human rights abuses can all seriously hamper development, and give rise to migration by necessity rather than choice. To correct this, broader “enabling” strategies of good governance and policy coherence should be complemented by specific policies aimed at fostering transnational experiences of migrants, providing them with relevant information, upgrading their skills and capacities, including migrant and diaspora contributions to development in national development strategies, and fostering links and partnerships among diasporas, countries of origin and host countries. Further research was

needed on root causes of migration and the impact of diaspora integration in host countries on development activities in home countries.

*Human rights* were seen throughout the meeting as an essential prerequisite to migrants contributing to development. However, international human and labour rights treaties are not always respected in practice, or applied in an equitable manner to migrants. Human rights violations and abuses of migrants' rights occur partly because of conflicting interests between the need to respect migrants' rights and the need for private actors to pursue some profit. This situation is exacerbated by the limited options for legal migration, which cause many labour migrants to be irregular and beyond the reach of current migration policies, social welfare and most public services. These undocumented migrants are therefore more vulnerable to abuse. Policies are needed to : fight racism and xenophobia, particularly to foster more integration of migrants in host countries; fight and prevent human trafficking; address the mismatch between labour needs and legal migration channels; respect and implement relevant international instruments (UN and ILO) on human and labour rights; adopt legislation and procedures to ensure protection and non-discriminatory treatment of migrants; empower migrants e.g. through better information, skills recognition, access to banking and other financial services and options of re-entry in the host country. Policies were also needed to monitor the impact of initiatives taken in the field of migration and development on the human and labour rights of migrants.

*Gender sensitive policies* could make a significant difference in strengthening the impacts of migration on development. This relates particularly to females, who tend to dominate labour migration in many countries, often in low skilled, low paid sectors, while also predominating as remittance recipients and users. Governments need to give due consideration for the gender perspective in any policy coherence strategy. They also need to promote legislation, policies and practices for gender-based development and create enabling environments for gender equity by empowering women e.g. through training and skills upgrading, information and orientation, and strengthening female engagement in diasporas' development activities. Both females and males migrants could also be usefully protected for instance through decent working conditions and support structures in destination countries. Lastly, gender disaggregated data and analyses in the migration and development field are needed

as well as research on the impact of migration and remittances on families.

A Marketplace was set up before and during the Brussels meeting by the United Nations Department of Economic and Social Affairs (UNDESA) to facilitate partnerships among participants. It enabled countries to 'market' their needs in regard to migration and development and to find partners to assist them. Some 32 Marketplace consultations took place during the meeting, and a number of concrete proposals were discussed between governments, and between governments and other organizations, e.g. for information, training or capacity building. This cooperation is expected to be pursued after Brussels to the Manila meeting and beyond. The Marketplace will continue as part of the Forum process. It also offers interested governments the opportunity to submit proposals related to the outcomes of the first GFMD meeting. Funding of projects however remains a challenge. A first report to the GFMD is expected in Manila in 2008.

**Looking forward**, the next GFMD meeting will be organized by the Philippines in Manila in 2008. That meeting may address other aspects of Migration and Development, but will also continue the debate and report on some issues discussed in Brussels, particularly the follow-up actions. Provisional modalities have been agreed upon for continuation of the GFMD process: a *Troika* comprising the past, present and future chairs, a regionally balanced Steering Group, the Friends of the Forum, and a Taskforce attached to the Chair-in-Office to organize, administer and report on the actual meeting (See annex for details). A number of elements will be essential to the successful continuation of the Forum, including funding support, ongoing government engagement; and favourable public opinion. The country focal points will be key to achieving these; and should be supported to play stronger roles as conduits to the Forum, coordinators of intra-governmental engagement and vehicles for interaction at the regional level. The network of focal points at the global level should be consolidated for this purpose.





GLOBAL FORUM  
ON MIGRATION  
AND DEVELOPMENT

– First meeting –

*9-11 July 2007, Belgium*



## I. BACKGROUND

### I. – INTRODUCTION

On 14-15 September 2006, the High Level Dialogue on International Migration and Development (HLD) took place in the framework of the General Assembly of the United Nations. Over 140 Member States discussed the global implications of international migration and the mutually beneficial interaction between migration and development. The focus was on ways to maximize the development benefits of migration and to reduce obstacles to achieving such benefits.

The HLD made explicit the close relationship between development and migration policies, and reaffirmed how good migration governance can contribute to development, and how development policies can impact on migration. It also demonstrated the strong commitment of UN Member States, UN entities, observers, non-governmental organizations, civil society and the private sector to examining the relationship and synergies between international migration and development (4). This complex relationship is of growing importance as migration increases every year. “*We are only beginning to learn how to make migration work more consistently for development*” said former UN Secretary-General Kofi Annan, “*each of us holds a piece of the migration puzzle, but none has the whole picture. It is time to start putting it together* (5)”.

*The HLD made explicit the close relationship between development and migration policies, and reaffirmed how good migration governance can contribute to development, and how development policies can impact on migration.*

The idea of launching a Global Forum on Migration and Development (GFMD) was proposed by the UN Secretary-General and his Special Representative on International Migration and Development. There was widespread support by UN Member States for the Forum to be informal, voluntary and government-led, and to operate in a transparent and open manner, without producing negotiated outcomes or normative decisions.

Belgium took the initiative to organize the first meeting of the Forum. There were two main reasons for this offer: a) the Bel-

(4) United Nations, General Assembly (61<sup>st</sup> session) – October 2006, Summary of the High-level Dialogue on International Migration and Development. Note by the President of the general Assembly.

(5) The Secretary-General address to the High-Level Dialogue of the General Assembly on International Migration and Development – New-York, 14 September 2006.

*It is also Belgium's conviction that a cooperative and multilateral approach is required to address the global impact and implications of migration and development.*

gian Government considered the need for greater policy coherence between migration and development a priority; and b) Belgium had already contributed to raising awareness on this, notably by organizing the Conference on Migration and Development in March 2006, and had acquired concrete experience in this area at the national level. It is also Belgium's conviction that a cooperative and multilateral approach is required to address the global impact and implications of migration and development.

## 2. – GUIDING PRINCIPLES

*Voluntary, inter-governmental, non-binding and informal consultative process*

The Global Forum on Migration and Development is conceived as a venue for discussing issues related to international migration and development in a systematic and comprehensive way. It is a voluntary, inter-governmental, non-binding and informal consultative process open to all UN Member States, and to some UN permanent observers and other international and regional organizations as observers.

The Forum builds on the achievements of the High Level Dialogue of September 2006, as well as on the work and report of the Global Commission on International Migration (GCIM) set up in December 2003 (6) and on the report of the Secretary General of the United Nations on International Migration and Development of the 16<sup>th</sup> of May 2006 issued at the request of the General Assembly (7).

*To foster practical and action-oriented outcomes at the national, regional and global levels*

The purpose of the Forum is threefold: a) to address, in a transparent manner, the multidimensional aspects, opportunities and challenges related to international migration and its interlinkages with development; b) to bring together government expertise from all regions to enhance dialogue, cooperation and partnership in the areas of migration and development and; c) to foster practical and action-oriented outcomes at the national, regional and global levels. The Forum meetings take place in close consultation with the Special Representative of the Secretary General of the United Nations on International Migration and Development.

(6) <http://www.gcim.org>.

(7) A/60/871.

## II. PREPARATORY PROCESS

To bring the preparation of the Forum meeting to a productive end within nine months, the Belgian Government set up an international Taskforce under the directorship of Ambassador Régine De Clercq, who was specifically charged with the overall organization and coordination of the meeting. Focal points, principally for governments, but also for other participating agencies, were found to be crucial for maintaining communications and disseminating information between the Taskforce and Forum participants. The teams formed between developing and developed countries, and other partners, ensured a truly participative approach to preparing the roundtable discussions, and the Friends of the Forum mechanism reinforced the consensual nature and overall ownership of the process by Member States (See below).

The preparation of the first meeting of the Forum by the Belgian Government took place in close consultation with Mr Peter Sutherland, Special Representative of the Secretary General of the United Nations on International Migration and Development. Regarding resources, although Belgium provided the bulk of financial resources required, it was necessary to obtain additional financial and human resources from a number of governments and international partners to supplement the in-house ones (8). It is expected that this kind of support continue to be provided to future Forum meetings and their preparations.

*The preparation of the first meeting of the Forum by the Belgian Government took place in close consultation with Mr Peter Sutherland, Special Representative of the Secretary General of the United Nations on*

(8) The budget devoted to the organization of the first meeting of the GFMD was of 1,592,195 €, including the financial contribution and support provided to the King Baudouin Foundation for the organisation of the Civil Society Day. This amount however does not register the totality of the budget of the Civil Society Day.

The budget allocated by the Government of Belgium was of 890,000 €. Other countries and organizations brought additional financial support: the Secretariat of the ACP countries and the European Commission (200,000 €), the Republic of Ireland (100,000 €), the Kingdom of Netherlands (90,000 €), the Kingdom of Norway (80,636 €), the Kingdom of Sweden (74,934 €), the Swiss confederation (60,533 €), the Department for International Development of the United Kingdom (36,794 €), the UK Home Office (22,669 €) and the Mac Arthur Foundation (37,130 €).

The Budget was spent essentially on logistical arrangements (interpretation, catering, hiring of an event organizer and funding of the webmaster), on the organization of the Civil Society Day, and for travel expenses for the participation of developing countries and panellists. A main part of the financial resources were devoted to the travel costs and *per diem* of participants and panellists. As to the countries listed in the first two columns of the DAC list (OECD's Development Assistance Committee), one member per delegation was entitled to receive a return ticket and a daily allowance of 75 € (for 3 days). Hotel accommodation (3 nights) was also covered. Panellists coming from these countries were entitled to a return

*International Migration and Development.*

As to the structure of the meeting, it was decided that in order to ensure that the perspectives of other-than-governmental stakeholders be heard, and that the Forum remains of a governmental nature, the Brussels meeting of the Forum would comprise two interrelated parts: a meeting of civil society actors on the first day and a discussion by government representatives on the second and third days. A report of the Civil Society Day would be presented and discussed with governments on the last two days.

### 1. – CIVIL SOCIETY DAY

*Given its valuable expertise and global networking capacity, the civil society should be a partner in this debate*

The High Level Dialogue in 2006 made explicit the common interest of many states to pursue the dialogue on migration and development through a global, informal, voluntary and state-led forum. The Government of Belgium was nonetheless of the opinion that, given its valuable expertise and global networking capacity, the civil society should be a partner in this debate and provide its specific outlook on the issues of migration and development. A balance had to be found, however, between the views of those who stressed that the Forum should remain a government-led exercise, and the position of those who wanted a wider debate. The government of Belgium therefore discussed with the Friends of the Forum the formula of consultations with civil society prior to the meeting of the governments, with close linkages between the two.

Consequently, the first meeting of the GFMD comprised two interrelated parts: the Civil Society Day and the governmental meeting. The Belgian government invited the King Baudouin Foundation to organize the Civil Society Day. In addition to a support provided in terms of logistics, catering and interpretation, a contribution of 130.000 € (9) was offered to the Foundation for the organisation of this meeting.

To ensure greater coherence between the two meetings, one representative of the Taskforce set up by the Belgian government and representatives of the King Baudouin Foundation

ticket and hotel accommodation, but not to any daily allowance. Some participants and panellists bought their ticket themselves and were refunded on the basis of an economy class ticket via the shortest route. One member per delegation of ACP countries was also entitled, on ACP/EU funds, to a return ticket and a daily allowance (for 3 days) covering hotel accommodation.

(9) The total budget devoted to the Civil Society Day was unknown at the time of writing this report. For further details on the budget of the GFMD and on the various contributors see above footnote 8.

respectively attended, as observers, the meetings of the Steering Committee set up by the King Baudouin Foundation and those of the extended Taskforce set up by the Belgian Government. The King Baudouin Foundation was also invited to the Friends of the Forum meetings. Furthermore, members of the Taskforce attended the Civil Society Day on 9 July, and the chairs of roundtable sessions of the governmental meeting were invited to the closing session of this meeting. Moreover, on 10 July, a delegation (10) of civil society representatives attended the plenary session of the governmental days and presented to governments, for discussion, the report on the Civil Society Day. Finally, representatives of the King Baudouin Foundation attended the meetings on 10 and 11 July. Other-than-governmental actors were also involved, as relevant, in some roundtable sessions of 10 and 11 July.

The Civil Society Day was preceded by a participative preparatory process, which facilitated exchanges among civil society representatives worldwide on the proposed themes, in particular through organised online debates. These debates took place from 14 May to 3 June 2007.

*Participative preparatory process, which facilitated exchanges among civil society representatives worldwide on the proposed themes*

## 2. – GOVERNMENTAL DAYS

The Government of Belgium aimed at a participatory and transparent preparatory process for the governmental days. Four elements were essential to meet this objective : *a*) the questionnaire elaborated with a view to identifying the thematic priorities of the first GFMD meeting; *b*) the focal points; *c*) the partnerships set up to prepare the sessions and; *d*) the meetings of the Friends of the Forum.

In addition to these four elements, a website was created as a source of information for all persons interested in the Forum ([www.gfmd-fmmd.org](http://www.gfmd-fmmd.org)). It also served as a database for the members of the Friends of the Forum who were granted access

(10) This delegation of the Civil Society Day comprised 12 members i.e. Ms. Gemma Adaba, ITUC (International Trade Union Confederation); Mr Aderanti Adepoju, Human Resources Development Center (Nigeria); Mr Angelo I. Amador, US Chamber of Commerce (USA); Mr John Bingham, International Catholic Migration Commission; Mr Oscar Chacon, National Alliance of Latin American & Caribbean Communities (USA, Latin America and the Caribbean); Mr William Gois, Migrants Forum Asia; Ms. Seta Hadesian, Middle East Council of Churches (Lebanon); Ms. Kathleen Newland, Migration Policy Institute (USA); Ms. Betty Okot, Connections for development (United Kingdom); Mr Kris Pollet, Amnesty International; Ms. Maria Angel Villalba, Unlad Kabavan Migrant Services Foundation (Philippines) and Ms. Oumou Zé, CNCD (Belgium). These names were communicated to the focal points in advance of the meeting in order to allow the expression of objections. No objection was received.

to a protected part of the site. The website was officially presented to the press by the Belgian Minister for Cooperation Development, Mr Armand De Decker, on 19 April 2007. The number of visitors to the website ranged from 2000 persons at the beginning to 5000 persons when the Forum approached. By fall 2007, the site will be transferred to the Philippine Chairmanship in preparation of the 2<sup>nd</sup> meeting of the Forum in Manila.

### 2.1. – *Questionnaire and identification of thematic priorities*

*In November 2006, a questionnaire based on the results of the High Level Dialogue on Migration and Development was sent to all UN Member States. 18 themes related to the migration and development nexus were listed in the questionnaire*

In November 2006, a questionnaire based on the results of the High Level Dialogue on Migration and Development was sent to all UN Member States through the Belgian diplomatic missions worldwide. The purpose of the questionnaire was to help the Belgian Government define the themes to be discussed at the first meeting of the GFMD. 18 themes related to the migration and development nexus were listed in the questionnaire, ranging from “ways and means to address certain development related root causes of migration”, to “migration as an obstacle to socio-economic development”, or to the “situation of migrants (11)”. States were requested to define their priorities in such a way as to permit visible progress during the GFMD meeting. In addition, the issues chosen needed to be actionable and of interest for developed and developing countries, as well as for migration and development policy makers.

The two themes attracting most interest in January 2007 were the following :

1. *Migration as a socio-economic development tool : poverty reduction, remittances (different aspects such as cost, investment environment, financial education of migrants, which financial instruments, etc.) co-development, skills transfer, etc. ;*
2. *Best ways to strengthen the links between migration policies and development policies.*

The responses to the questionnaire showed a broad global balance among developed and developing countries, as well as among regions (12). On that basis, Belgium started to work on a provisional agenda for the July meeting of the Forum. Since a large number of states recommended to include in the agenda the issue of “migration as an *obstacle* to socio-economic develop-

(11) November 2006 questionnaire, item 7, “Ways and means to address certain development related root causes of migration“.

(12) See Working Paper II in annex for more details. Special thanks are due to Mr Bart Verstraeten (Federal Public Services of Interior) for the encoding of this questionnaire.



ment”, it was proposed to broaden the first theme as follows : “Migration *and* socio-economic development”. In addition, given the importance of those issues for the debate and given the specific interest of some states, it was decided to address in a horizontal way, throughout the meeting, the issues of human rights, gender and root causes of migration. Although, it was not part of the three aforementioned horizontal issues, capacity building also constituted a cross-cutting issue reflected throughout the sessions.

As of 24 July 2007, 123 responses to the questionnaire were received from UN Member States, of which 90 included a list of priorities set by the responding states.

## 2.2. – *Focal Points*

Belgium also invited governments to designate a focal point within their administration. Focal points are the privileged interlocutor of the Chair during the preparation of the GFMD meetings. They are in charge of conveying information about the GFMD to all government sectors concerned and of coordinating the positions of the various governmental departments for their communication with the organizers of the Forum. A database and global network of some 150 national focal points was set up by the Belgian Government.

Focal Points were regularly invited to the meetings of the Friends of the Forum (See hereunder). Communication with them took place through e-mail exchanges. Belgian embassies and the Belgian permanent representations in Geneva and New York backed up the communication of the Taskforce to ensure that all addressees and recipients were fully informed of all Forum-related developments. It was noted however that for some countries email communications are difficult to access.

## 2.3. – *Partnerships for the preparation of the sessions*

As part of the preparations for the first meeting of the Forum, the opportunity was offered to interested governments to partner in the organization of roundtable sessions, under the coordination of the Belgian Taskforce. Each roundtable session was expected to result in proposals for concrete actions of which stock could be taken at the next meeting of the GFMD.

*It was decided to address in a horizontal way, throughout the meeting, the issues of human rights, gender and root causes of migration*

*Focal points are the privileged interlocutor of the Chair during the preparation of the GFMD meetings.*

*A database and global network of some 150 national focal points was set up by the Belgian Government.*

*The opportunity was offered to interested governments to partner in the organization of roundtable sessions*

*They constituted a stimulating learning process, which appeared to have played a major role in the achievements of the outcomes of the Forum*

11 teams were set up (13). These partnerships ensured cooperation between developed and developing country governments, as well as with international organizations and other observers. Their objective was to foster frank exchanges and discussions and ownership of the process. They constituted a stimulating learning process, which appeared to have played a major role in the achievements of the outcomes of the Forum. 43 country representatives, 12 international organizations and 7 civil society representatives, as well as the European Commission, were engaged in these groups. Many of the international organizations became involved at the behest of the governments preparing the sessions.

*Partners were encouraged to go beyond their national experience and give a broader perspective on the issues, in particular by covering both developing and developed country, and origin and destination countries' experiences*

In close coordination with the Taskforce, governments and in some cases experts/expert organizations involved in the preparation of a session were required to produce a background paper, which was not intended to be directly discussed by the participants, but to serve as a basis for the debate. Background papers therefore included national experiences and contextualized the discussion in the current debate on the issues at stake. Partners were encouraged to go beyond their national experience and give a broader perspective on the issues, in particular by covering both developing and developed country, and origin and destination countries' experiences. Partners were also asked to place special emphasis to the most innovative initiatives and proposals for practical outcomes (such as models, partnerships, examples of best practices, identification of knowledge gaps, etc.). Background papers hence listed some proposed recommendations and concrete outcomes to be submitted to the participants. All focal points were invited to provide information to this effect. The Taskforce and the teams held multiple meetings and conference calls to complete the background papers and plan the roundtable discussions. Besides the elaboration of the background papers, the teams also identified a chair/moderator, speaker, discussant and rapporteur for their session (14). Some of these teams will continue to work together in the framework of future Forum meetings.

(13) For further information on the preparatory teams, see the first pages of the background papers (in Annex).

(14) See Annex for the list of panellists per region.

#### 2.4. – *Friends of the Forum*

The consultations with the Friends of the Forum constitute the fourth element of the process initiated by Belgium for the preparation of the GFMD meeting. The Friends of the Forum (FoF) is an open-ended and voluntary group of UN Member States, where specialised agencies of the United Nations and other international organisations may be invited as observers. Its objective is to act as a sounding board to ensure that all states and observers are kept abreast of Forum-related developments, and to advise on the agenda, structure and format of each Forum meeting. The FoF was invited to discuss the thematic priorities, to review them and to adopt the agenda for the first meeting of the Forum, as well as a longer-term thematic work program.

*Its objective is to act as a sounding board to ensure that all states and observers are kept abreast of Forum-related developments, and to advise on the agenda, structure and format of each Forum meeting*

##### 2.4.1. *First Meeting of the Friends of the Forum – Brussels, 30<sup>th</sup> January 2007*

The First meeting of the FoF took place in Brussels on 30 January, 2007 and brought together over 230 participants representing 91 UN Member States, 12 international and regional organizations, the King Baudouin Foundation as well as the Holy See. It was chaired by Ambassador Régine De Clercq, Belgian Executive Director for the GFMD and by Mr Peter Sutherland, Special Representative of the Secretary General of the United Nations on International Migration and Development.

From the discussions on the proposed agenda, it appeared that the FoF widely supported the methodology and transparency of the Belgian approach to the first meeting of the Forum. They agreed in particular on the fact that the meeting should not be a one-off event but a practical, action-oriented and results-oriented *process*. They supported the proposed structure of the meeting, including plenary sessions and interactive roundtable discussions, as well as a Civil Society Day to be organized by the King Baudouin Foundation. The FoF also welcomed the proposed general outcomes of the Brussels meeting of the Forum namely : concrete deliverables, partnerships and fresh collaborative approaches among stakeholders, a report to be produced and widely distributed after the meeting, identification of ways to measure progress in the follow-up of the GFMD in certain key areas and the Chair's recommendations on the future of the process. To ensure such concrete achievements, it was proposed

*They agreed in particular on the fact that the meeting should not be a one-off event but a practical, action-oriented and results-oriented process*

*Concrete deliverables, partnerships and fresh collaborative approaches among stakeholders*

that the July meeting be held at senior policy/senior practitioners' level.

*The Forum would not form part of the United Nations system but would rely on the expertise of UN bodies*

The second part of the meeting of the FoF was dedicated to a discussion on the future of the Forum, in particular on future presidencies and meetings. It was decided that the Forum would not form part of the United Nations system but would rely on the expertise of UN bodies, in particular on the Global Migration Group (GMG) and its members. With a view to steering the process beyond the first meeting, Mr Peter Sutherland suggested the creation of a steering committee. To this end, a small *ad hoc* group composed of geographically balanced government representatives was set up.

#### *2.4.2. Second Meeting of the Friends of the Forum – Geneva, 27<sup>th</sup> March 2007*

The Second meeting of the FoF was held in Geneva on 27 March, 2007. It brought together over 200 participants representing 91 UN Member States, as well as international and regional organizations, the European Commission and the King Baudouin Foundation. The meeting was chaired by Ambassador Régine De Clercq, Belgian Executive Director for the GFMD and Mr Peter Sutherland, Special Representative of the Secretary General of the United Nations on International Migration and Development.

*It was proposed to structure the first meeting of the Forum along three thematic roundtables*

On the basis of the national priorities highlighted by the questionnaire of November 2006 (See above), it was proposed to structure the first meeting of the Forum along three thematic roundtables. Each roundtable would be divided into four working sessions (as regards the preparation of the sessions, See above). The agenda proposed for the July meeting was revised in line with comments received at the first meeting of the FoF on two points: increased focus on cross-cutting issues (human rights, gender, root causes, capacity building, etc.) and reduction of the scope of some roundtables.

After a brief introduction of the roundtables by the Taskforce coordinators, a concept note was presented, for each roundtable session, by those governments or agencies willing to play a major role in the organization of the sessions. About 10 concept notes were discussed. The FoF noted that the preparatory work had started very well, with a number of new partnerships emerging from the process. All those who had come forward and worked on the partnerships and concept for their session were thanked for the time and effort invested. All others were invited to join

the process and provide input for the background papers in the making.

Other issues discussed were related to the calendar of the preparatory process, the practical organization of the July meeting, the website, the proposed marketplace (See hereunder), as well as the archives and working languages for the meeting. In addition it was decided, for logistical reasons and to ensure meaningful discussions in the roundtable sessions, to limit the size of the delegations at the July meeting to three delegates per government and two delegates per observer. It was also expected that roundtable participants would, as appropriate, represent a broader range of government institutions than the ones in charge of migration and development.

The second part of the meeting was devoted to the future of the GFMD process. In that context, H.E. Mr Conejos, Philippines' Under Secretary for Migrant Workers' Affairs, Ministry of Foreign Affairs, announced the decision of the Government of the Philippines to organize the second meeting of the GFMD in Manila in 2008. This announcement was warmly applauded.

*Decision of the Government of the Philippines to organize the second meeting of the GFMD in Manila in 2008*

#### *2.4.3. Third Meeting of the Friends of the Forum – Geneva, 8<sup>th</sup> June 2007*

The Third meeting of the FoF was held in Geneva on 8 June, 2007. It was attended by some 180 participants representing 90 UN Member States, a number of international and regional organizations, the Holy See, the European Commission, the King Baudouin Foundation and the (Belgian) Centre for Equal Opportunities and Opposition to Racism. It was chaired by Ambassador Régine De Clercq, Belgian Executive Director for the GFMD and by Mr Peter Sutherland, Special Representative of the Secretary General of the United Nations on International Migration and Development, in the presence of H.E. Ambassador Enrique Manalo, Permanent Representative of the Philippines in Geneva and H.E. Ambassador Alex van Meeuwen, Permanent Representative of Belgium in Geneva. The meeting was devoted to a discussion on the future of the Forum and an update on the preparation of the first meeting of the GFMD, i.e. its agenda and its practical arrangements, including the Civil Society Day and the Marketplace.

*Discussion on the future of the Forum and an update on the preparation of the first meeting of the GFMD*

The Special Representative of the Secretary General started by noting the remarkable course the Forum process had taken since the HLD : doubts, even fears, about a number of aspects

of its follow-up, had given way to a generally positive approach, shared by developing and developed countries alike, not in the least because of the cautious manner in which the chair had proceeded. The announcement of the presence of the Secretary General of the United Nations at the opening session of the first meeting of the Forum was further proof of the continuing interest of the United Nations and the importance of the Forum's link with international organizations, in particular the Global Migration Group (GMG).

*Shall in principle  
alternate*

As regards the future of the Forum, it was proposed that the country to host the third meeting of the GFMD be identified as soon as possible, thereby realizing the notion of a *Troika* on which the FoF had agreed. As the host countries shall in principle alternate between developing and developed partners, the country hosting the third meeting of the GFMD should preferably be a developed one (15).

As to the July meeting itself, emphasis was again placed on the need to achieve concrete and action-oriented outcomes for each of the roundtable sessions.

(15) On the future of the Forum, see hereunder *Conclusions and the Way Forward* as well as the Operating Modalities (in Annex).

### III. THE MEETING : 9-11 JULY 2007

The first meeting of the Forum comprised two interrelated parts : a meeting of civil society representatives on July 9 (Civil Society Day) and a discussion among government representatives on July 10-11 (Governmental Days).

*The first meeting of the Forum comprised two interrelated parts*

#### 1. – CIVIL SOCIETY DAY (JULY 9)

At the request of the Belgian government, the King Baudouin Foundation organized, on July 9, consultations among civil society entities, which brought together more than 200 representatives of migration, development and human rights NGOs, diaspora organizations, private sector actors, including money transfer organizations, academics and trade unions worldwide. These participants were selected by the King Baudouin Foundation on the advice of the Steering Committee of the Civil Society Day. The selection process was based on the following criteria : experience in migration and/or development, broad constituency as well as geographical and gender balance.

*Brought together more than 200 representatives of migration, development and human rights NGOs, diaspora organizations, private sector actors, including money transfer organizations, academics and trade unions worldwide*

After a welcoming address by Mr Luc Tayart de Borms (Managing Director, King Baudouin Foundation), Dr. Raúl Delgado Wise (Executive Director of the International Network on Migration and Development, Director of the Graduate Unit in Development Studies of the University of Zacatecas in Mexico) was the main speaker of the opening plenary session chaired by Ms Mary Robinson (President of Realizing Rights : The Ethical Globalization Initiative). The ensuing agenda largely mirrored the governmental agenda, focusing on human capital and labour mobility; remittances and diaspora and institutional and policy coherence. It was organized in eight sessions : *a*) Highly skilled migration : balancing interests and responsibilities and tackling brain drain; *b*) How can circular migration and sustainable return benefit development?; *c*) Strategies for building diaspora/migrant organisations' capacity for development; *d*) The value of the "migration and development" nexus and migration out of choice versus migration out of necessity; *e*) Temporary labour migration as a contribution to development : Low skilled migration and measures to combat irregular migration; *f*) Measures to

increase the development value of remittances : Formalisation and reduction of transfer costs and ways to enhance the micro-impact of remittances on development to the benefit of the wider community; *g*) Looking ahead : Developing strategies and partnerships to work on “migration and development” issues; and *h*) Enhancing policy coherence and strengthening coordination at global level. The session discussions were followed by a closing plenary session chaired by Ms Mary Robinson and co-moderated by Mr John Morrison (Director, Business Leaders Initiative on Human Rights). The meeting ended with a closing address by H.E. Ms Régine De Clercq, Belgian Executive Director of the GFMD and Mr Peter Sutherland, Special Representative of the Secretary General of the United Nations for International Migration and Development.

The Civil Society Day enabled discussions among civil society actors on migration and development issues, and offered input into governmental discussions. It was preceded by a participative preparatory process, which facilitated exchanges among civil society representatives worldwide on the proposed themes, in particular through organised online debates which took place from 14 May to 3 June 2007.

*Migration per se will not bring about development*

*Structural barriers to development in countries of origin and destination cannot be overcome without responsible government actions*

The Civil Society Day concluded among others that migration *per se* will not bring about development. New approaches are needed to enable migrants to be partners in defining and implementing inclusive, equitable and sustainable development policies. While it was stated that structural barriers to development in countries of origin and destination cannot be overcome without responsible government actions, it was stressed that non-state actors have an important role to play in working towards this change. Participants expressed a clear commitment to pursue this process and to maintain the contacts established. Projects and partnerships resulting from the increased cooperation achieved through the GFMD will keep the global human development of migrants at the core of their actions. On 10 July, a delegation (16) of civil society representatives attended the plenary session of the governmental days. A report of the Civil Society Day was presented for discussion to the governments.

(16) See footnote 10 for composition of the delegation.



## 2. – GOVERNMENTAL DAYS (JULY 10-11)

The Governmental Days were attended by more than 800 delegates representing 156 UN Member States and more than 20 international organisations, the European Commission, as well as other observers. An opening plenary session took place in the morning of the first day. It was followed by roundtable discussions and interactive debates among the participants. A closing plenary session was organised in the afternoon of the last day. During the whole meeting, a marketplace offered to the participants the opportunity to exchange information and proposals in the fields of migration and development.

*Attended by more than 800 delegates representing 156 UN Member States and more than 20 international organisations*

The languages used during the meeting, and for the translation of the background papers, were English, French, Dutch and Spanish.

The first meeting of the Global Forum was extensively reported upon in the international press and generated in general a lot of attention of the press, national as well as international: some 80 journalists/reporters representing national and international media were present during the opening session of the first GFMD and the subsequent press conference with the Secretary-General of the United Nations, Mr Ban Ki-moon, the Belgian Prime Minister Mr Guy Verhofstadt and Mrs Mary Robinson, the representative of the King Boudain Foundation which organized the Civil Society Day of the Global Forum on Migration and Development. The UN information office in Brussels as well as the press service of the Federal Service of Foreign Affairs of Belgium were very helpful in organizing the pre-information of the press as well as their sensibilisation and accreditation. A part from this press conference, the press was allowed to participate at the opening session and closing session where the conclusions were drawn.

The press reports grasped the objectives of the Forum quite well and, in general, portrayed the event as well as its working method and concrete approach in a positive manner, this positive attitude contributed also to the serene and constructive atmosphere on the Forum: migration was, maybe for the first time, not portrayed as a threat but as an opportunity, one can even say that the media helped to bring the message to the broader public about the link between migration and development.

Several articles were published, Minister De Decker, Mr Peter Sutherland, Special representative of the SG and the Belgian

Executive Director Mrs Régine De Clercq gave several interviews to the Belgian and foreign press (Reuters, Le Soir, De Standaard, New York Times, ...) before and during the event. The Secretary General of the UN was also extensively quoted.

The Special Representative for Migration of the UN Secretary-General, Peter Sutherland, the Belgian Minister of Foreign Affairs Karel De Gucht and the Belgian Minister for Development Cooperation Armand De Decker wrote opeds on this Forum which were published in several Belgian newspapers.

The attention that was paid by the press to the Forum contributed to the constructive and positive atmosphere during the Forum.

### 2.1. – *Opening Plenary Session (July 10)*

The first part of the plenary session was chaired by H.E. Ms Régine De Clercq, Ambassador and Belgian Executive Director of the Global Forum on Migration and Development. The second part of the session was devoted to a general debate, chaired by H.E. Ms Régine De Clercq and H.E. Mr Conejos, Under Secretary for Migrant Workers' Affairs, Ministry of Foreign Affairs of the Government of the Philippines. During the second part of the session, a report on the Civil Society Day was presented to the governments for discussion. This presentation was moderated by Professor Susan Martin, Executive Director of the Institute for the Study of International Migration in the Edmund A. Walsh School of Foreign Service, Georgetown University.

Given the limited size of the venue and the large number of participants, the rooms for the plenary sessions were divided into a "main room" and a "listening room". Heads of delegations and their executives were invited to attend the plenary session in the main room. Other participants attended the session in the listening room, where the broadcasting was ensured through a large screen.

After warmly welcoming the delegates, H.E. Ms Régine De Clercq recalled the state-led nature of the GFMD process, but underlined the importance of maintaining links between the Forum and the United Nations. She drew attention to the fact that participants will determine the success of the Forum through the identification of challenges and solutions for each of them. She also recalled some of the guiding principles of the Forum, namely: that migration should not become an alternative to national development strategies in the developing

*That migration should not become an alternative to national development strategies in the developing countries, nor should it*

countries, nor should it become a substitute for commitments to development by the donor countries.

### 2.1.1. *Opening speeches and discussion*

Opening speeches were given by H.E. Mr Guy Verhofstadt, Prime Minister of Belgium, and H.E. Mr Ban Ki-moon, Secretary-General of the United Nations. These were followed by a keynote speech of H.E. Mr José Manuel Durão Barroso, President of the European Commission. Ensuing key speakers were : H.E. Sir John Kaputin, Secretary-General of the African, Caribbean and Pacific Group of States, Professor Couaovi A.L. Johnson, Secretary General of the Commission of the African Union and Professor Ernesto Zedillo, Director of the Yale Centre for the Study of Globalization, former President of Mexico (17).

During the general debate 24 statements were made by : Saudi Arabia, Kazakhstan, the Russian Federation, Mexico, China, Portugal (also on behalf of the presidency of the European Union), Germany, Malaysia, India, Sweden, Korea, Argentina, El Salvador, Algeria, Ecuador, Libya, Brazil, Belarus, Venezuela, Bolivia, United Nations Department of Economic and Social Affairs, European Parliament, the Council of Europe and the Holy See.

### *These interventions conveyed a number of key messages*

The road that led to the Brussels meeting of the Global Forum on Migration and Development was a long one. It may not have been as tortuous as the road travelled by some of the world's 200 million migrants, but in its own way it was a road full of detours and obstacles. For many years, UN Member States had found it hard to discuss the sensitive issue of migration in the international arena. The fear was that positions would be too entrenched, that North and South would become hopelessly embattled, and that genuine dialogue would be impossible. The High Level Dialogue on International Migration and Development of September 2006 and the preparation of the first meeting of the Global Forum have proven this was wrong. By grasping migration's powerful potential for good, old stereotypes have crumbled, and new opportunities have captured our imaginations.

*become a substitute for commitments to development by the donor countries*

*Opening speeches were given by H.E. Mr Guy Verhofstadt, Prime Minister of Belgium, and H.E. Mr Ban Ki-moon, Secretary-General of the United Nations*  
*Keynote speech of H.E. Mr José Manuel Durão Barroso, President of the European Commission*

(17) Most of the speeches are available in the Annex to the present report, and on the website of the Global Forum on Migration and Development, under *Document Library*: [www.gfmd-fmmd.org](http://www.gfmd-fmmd.org)

*The Global Forum on Migration and Development offers the chance to address one of the great global challenges of the century, and the moment shall be seized to begin transforming what too many perceive as a threat into an opportunity*

*A global and multi-disciplinary approach to migration and development is therefore the only way forward to ensure that the positive and developmental elements stemming from migration can be further enhanced*

*Whether migration can help in any significant way to prevent a cata-*

The Global Forum on Migration and Development offers the chance to address one of the great global challenges of the century, and the moment shall be seized to begin transforming what too many perceive as a threat into an opportunity. This implies : to better understand the implications of the migration phenomenon, to learn from each other, and to build partnerships that will make migration work for development. It also requires actions to counter racism and xenophobia, and the marginalization, abuse, and discrimination that some migrant groups still face today; and actions to respect and protect their fundamental rights (18).

Migration today is a global phenomenon that defies the easy categorizations of the past, with its neat separations, such as between countries of origin and destination. The revolutions in transportation and communications, together with the globalization of our economies, make our experience of migration different from any previous time in human history. Now the issues of asylum, migration and mobility are cross-cutting almost all the Millennium Development Goals. A global and multi-disciplinary approach to migration and development is therefore the only way forward to ensure that the positive and developmental elements stemming from migration can be further enhanced, and utilized for the alleviation of poverty and the promotion of sustainable development of all states and regions.

The West is home to 14 % of the world's population – that 14 % commands 73 % of global income. It is hard to believe that, under the modern conditions of communication and transportation, the difference in the life prospects of individuals born into different countries today could possibly persist as a stable – and bearable – equilibrium. So it is not a surprise that people should want to come and try their luck in the West. However, societies and their governments should not wait passively for the risks posed by a world profoundly divided into “haves” and “have-nots” to materialize. Yet Europe and the US are spending more money on the control of migration than on development of the countries of origin.

Migration is not only about wealth and poverty. It is about the kind of societies we want to live in, and this is a question of politics. The question therefore is whether migration can help in any significant way to prevent a catastrophic outcome from the growing divide between life prospects in poor and rich countries.

(18) See below horizontal issues, human rights.

Unfortunately, now for almost a century, politics have tended to emphasize the costs of migration rather than its benefits; to represent the interests of the potential losers not those of the winners; to highlight the supposed threat it poses to the national culture rather than the opportunity of enrichment that it brings about; and to confuse the consequences of faulty migration policies with the consequences of migration itself. The real challenge lies in how best to structure a policy that allows for proper enforcement of immigration laws while letting immigration continue as a positive force for economic prosperity.

Migration can be in the interest of the *development of the countries of origin*. Migration can help to reduce unemployment, and support development through remittances, the transfer of knowledge, the upgrading of skills and the establishment of trade networks. Circular migration could help prevent the catastrophic effects of a brain drain in the country of origin. It would allow migrants to reintegrate successfully into their home country, and contribute to its development with their new-found skills and knowledge.

But migration should also *meet the expectations of the receiving countries*. Most developed countries need inward migration. Europe, for example, is faced with a demographic challenge that will have a substantial impact at least in the next 20 years. Labour needs will increase across the board and Europe will need highly-skilled students and researchers. And it will also need people to plug gaps in agriculture, construction, social sectors and health systems, in particular.

Finally, *the hopes and needs of migrants themselves* must be met. And here, integration is of key importance. Becoming permanent and accepted members of their new society is essential for stable and secure communities. Integration is an active, two-way process. Immigrants need to adjust to their new societies but those societies should also welcome them (19).

In other words, migration should not be considered as a danger, but as a symptom of a hopeless situation from which people try to flee. It is wrong to say that nothing can be done to address this situation. A great deal can be done to build a better migration experience: starting by ensuring that people move in a way that is safe and legal, and which protects their rights, by strengthening the positive impact of migration on the development of migrants' home countries, by encouraging destination countries to promote

*strophic outcome from the growing divide between life prospects in poor and rich countries*

*A great deal can be done to build a better migration*

(19) See below horizontal issues, root causes and human rights.

the success of migrants, both in their original and their adopted homes and, by advancing the understanding that the better integrated migrants are, the more they will have to contribute to their countries of origin – as returnees or as engaged members of diasporas. Other measures can relate to proposals for earmarking the agreed 0.7 % of the GDP of developed countries to development cooperation, creating levers that empower people and countries (e.g. micro credits) or scraping export subsidies.

*A milestone for understanding the connection between international migration and development, and for harnessing the power of one to advance the other*

The Global Forum on Migration and Development shall be considered as a milestone for understanding the connection between international migration and development, and for harnessing the power of one to advance the other.

### *2.1.2. Report on the Civil Society Day*

A report on the outcomes and findings of the Civil Society Day of July 9 was presented for discussion to the governments by representatives of the civil society. Professor Susan Martin moderated the discussion. This report is available in the annex to the present report (20).

## *2.2. – Roundtable discussions (July 10-11)*

### *2.2.1. Roundtable 1 – Human capital development and labour mobility : maximizing opportunities and minimizing risks*

Coordinator : Ms Irena Omelaniuk, GFMD Taskforce (21)

Roundtable 1 discussed human capital development and labour mobility and how in the pursuit of both goals, one can maximize opportunities and minimize risks for the migrants, their families and communities at home. Four areas were addressed where migration and development interface directly and where new policy approaches are emerging :

- Highly skilled migration : balancing interests and responsibilities ;
- Temporary labour migration as a contribution to development : sharing responsibility ;

(20) See also above the chapters on the Preparatory Process and the Meeting, and for further information on the Civil Society Day see: <http://www.gfmd-civil-society.org/index.html>.

(21) This report was written by Irena Omelaniuk, Coordinator of Roundtable 1, and Senior Adviser on the Taskforce set up by the Belgian Government for the preparation of the first meeting of the Global Forum on Migration and Development. The report would not have been possible without the help of the note takers for the sessions: Ms. Amanda Klekowsi von Koppenfels, Mr Bertwin Lussenburg, Ms. Milena Nowy Marx and the reportage of the chief rapporteur of the roundtable, Ms Patricia Sto Tomas.

- The role of other-than-government partners in strengthening the developmental contribution of temporary labour migration;
- How can circular migration and sustainable return serve as development tools?

#### 2.2.1.1. *Background*

People and their education and skills are key to any country's development and growth. But in a globalised world, workers are increasingly going international, pulled by higher income and life opportunities elsewhere, and pushed by lack of opportunity at home. These movements are occurring between developed and developing worlds, but also among developing countries, with different but linked impacts and policy challenges in each case. Alongside capital and trade flows, the mobility of high skilled and lower skilled people can bring benefits to both developing and developed countries. The 90 million migrants currently estimated to be working outside their country help fill critical labour gaps in richer economies and reduce unemployment and demographic pressures in poorer countries. Low skilled migration can increase labour market participation and income for the poor; highly skilled migration can increase returns to education, and help grow the knowledge base of origin countries.

*Alongside capital and trade flows, the mobility of high skilled and lower skilled people can bring benefits to both developing and developed countries*

For many developing countries, *highly skilled emigration* can also have negative impacts on sectors critical to development, such as health and education. Some countries of origin and destination attempt to address this through strategies to better retain, re-train and regain brains and avoid brain waste. These strategies include ethical recruitment practices and building capacity in certain vulnerable sectors such as health and education to better train, employ and retain local professionals. Alongside efforts by developing countries to recover their investments in human resource development, some countries promote labour migration as a development strategy, and actively train their people for international labour markets. Better training, human resource deployment and sharing of responsibility for more equitable distribution of skilled persons between developing and developed countries form the basis of some of the best national, bilateral and regional practices to address possible brain drain.

*Temporary labour migration arrangements* can help to open up more legal opportunities and generate developmental impacts through migrants' sustained connections with the home country.

Any such arrangements that protect the interests and rights of migrants while meeting labour demands in the host country are likely to bring the highest returns for all, including families back home. In an increasingly globalised labour market, *private sector and other non-state* actors can also help facilitate legal, safe and beneficial labour migration. This challenges governments to work more in public-private partnerships to manage labour mobility for the benefit of development. It is also becoming evident that policies which secure migrants' ties more firmly to the host country, and allow them to *circulate* more freely to invest in or return to their origin countries, or conduct business between countries, may bring more benefits at origin and destination than restrictive, closed-door policies. Where migrants want or need to return, the conditions need to be in place to support sustainable socio-economic reintegration, and longer term benefits for development.

The four sessions of this Roundtable discussed the policies and strategies of developing and developed countries at origin and destination ends that can help maximize opportunities and minimize the risks of migration for development.

*Session 1.1 – Highly skilled migration : balancing interests and responsibilities*

*Chair* : Mr Mark Lowcock, DG Policy and International, DFID, UK

*Co Chair* : Dr Ken Sagoe, Human Resources Development, Ghana Health Service, Ghana

*Speaker* : Dr. Ann Phoya, Director, SWAps Secretariat, Ministry of Health, Malawi

*Speaker* : Dr. Jean Yan, Chief Scientist for Nursing & Midwifery, WHO, Chair of the Migration Technical Working Group, GHWA

*Discussant* : Mr Jean-Pierre Garson, Head of Non-Member Economies and International Migration Division, OECD

*Rapporteur* : Ms Renée Jones-Bos, Director General for Regional Policy and Consular Affairs, Ministry of Foreign Affairs, the Netherlands

This session considered the policies and strategies of developed and developing countries at origin and destination ends to better manage highly skilled migration and balance the competing needs for skills at either end, and to reduce the negative impacts on development in poorer countries. The health sector was used as a case study, with a view to applicability of lessons learned to other sectors.



The session looked at how well current schemes and incentives are working, any measurable and practical outcomes, and workable partnerships between countries to better protect vulnerable sectors. A key aim was to produce a matrix of good policies and practices, including partnerships to manage highly skilled migration in the interests of development.

The *background paper* highlights a lack of comprehensive data, in particular gender disaggregated data, on highly skilled migration. Available data do show that there is considerable movement of highly skilled within and between developing and developed countries and regions, and between sectors. Where the outflow of highly skilled from sectors key to development – e.g. health, education or agriculture – is high or out of proportion with the numbers of workers, it can negatively affect the achievement of development goals, particularly in smaller developing countries and in remote rural areas.

The paper is structured around policies and initiatives of origin and destination countries, and partnership approaches. It focuses on efforts to increase and better distribute supply of skills at home, e.g. through training, improved pay and conditions and incentives to work in remote locations, as well as on return of skills and options to restrict skilled migration. It finds that :

- migration is not the principal or only cause of weak health systems in developing countries, so better migration policies alone are unlikely to improve health systems;
- movement of health professionals will not slow with increasing levels of development: developed countries, too, experience high levels of circulation of doctors and nurses;
- policies likely to work best are multi-pronged ones, that make the management of skilled migration an integral part of e.g. development and sectoral plans.

The paper identifies some basic elements for a matrix of good practices by origin and destination countries, and between them, to retain, retrain and recover highly skilled personnel for development.

– *Panel discussion*

The case of *Malawi* was discussed as a developing country with severe health system problems and shortages of skilled workers, that is seeking solutions through comprehensive training and retention strategies. Prior to 2004, Malawi had lost some

*How well current schemes and incentives are working, any measurable and practical outcomes, and workable partnerships between countries to better protect vulnerable sectors*

*Efforts to increase and better distribute supply of skills at home  
As well as on return of skills and options to restrict skilled migration*

56 % of its workers through HIV/AIDS and 40 % through resignations or migration. This had seriously affected the delivery of health services and resulted in a major decline in life expectancy and maternal mortality rates, in addition to the continuing serious problems of Malaria, HIV/AIDS and TB. In 2004, Malawi adopted a sector-wide approach to human resource development, which addressed in one priority package issues of supply/demand, recruitment/deployment and retention/continuous professional development. This has required the dedication of some 30 % of the total annual health budget to human resource development.

*Recognizing that professionals are moving, Malawi's strategy focuses on training and retention*

Recognizing that professionals are moving, Malawi's strategy focuses on training and retention :

- Training – increasing the intake of health trainees, subsidized tuition (coupled with bonding), pro active recruitment galas, special tuition for licensure exams, training of trainers and funding of continuous education/professional development programs
- Retention – increasing the salaries of public sector health workers with funding support from development agencies; and creating an enabling environment through career paths and increased supply of equipment. Incentives are also given for work in rural areas, such as professional development, subsidized utilities (water, electricity), housing and transport.

These measures have succeeded in doubling admissions into nursing and other training institutions, and filling more job vacancies at home. The Ministry of Health has been able to recruit nearly 98 % of graduates, and resignations and vacancy rates are in decline. Effective partnerships have evolved between the Government and development agencies. But challenges still remain : the private sector is competing with the public sector, and despite salary enhancements, incomes are still relatively low compared to other countries.

Studies by the *World Health Organization (WHO)* have highlighted a critical shortage of health workers in 57 countries, most severe in 36 Sub Saharan African countries : while the numbers of foreign-trained health professionals are increasing in OECD countries, e.g. up to 30 % of all doctors in the UK and New Zealand are foreign-trained (World Health Report 2006). In addition to retention policies, as used by Malawi, some good practices of how development aid can help to enhance career development were identified in the public sector salary enhancement scheme in Tanzania, the pre-financed salary scheme in

*Some good practices of how development aid can help to enhance career development were*

Chad, and Zambia's Health Workers Retention scheme. A greater diversification of the health workforce is being tried by South Africa and Mozambique through the training of mid-level practitioners or physicians' assistants (compare also nurse practitioners in New Zealand). Guyana, a big sender of nurses, is trying to attract back its retired émigré nurses to work in the HIV/AIDS reduction and prevention projects.

A number of bilateral and multilateral agreements in the Caribbean, Asia and Africa help train health workers to international standards, regain and retain brains through more circulation of skills, and share professional workers across countries. These include the sharing of nurses between Jamaica and Miami, government-to-government training between Grenada and Antigua, and public-private partnerships in training (e.g. the international school of nursing in St. Kitts). In Asia, the newly signed Mutual Recognition Agreement facilitates mobility of nurses, exchange of information and expertise, capacity building and training among 10 ASEAN countries. In the Caribbean, there is a single, common registration mechanism to enable doctors and nurses from CARICOM countries to do only one exam and practise anywhere in the region.

Codes of ethical recruitment practice are another significant bilateral and multilateral mechanism intended to protect the rights of migrant workers, provide adequate workplace support and avoid adverse effects of migration on health services in source countries. Among the few examples that exist are the MOU between South Africa and England (2003), the UK Code of Practice for the Ethical Recruitment of international health-care professionals, the Commonwealth Code of Practice, the Pacific Code of Practice and the Caribbean Single Market and Economy. It was noted that these codes often tend to be more descriptive than prescriptive, and are difficult to monitor and evaluate. Following a resolution of the World Health Assembly (of the world's Health Ministers) in 2004, WHO is reviewing all bilateral and multilateral agreements, and how they could contribute towards establishing a global Code of Practice. WHO will report on this study to the World Health Assembly in 2008 (22). The Global Health Workforce Alliance has also been established to identify and implement solutions to the health workforce cri-

*identified in the public sector salary enhancement scheme in Tanzania*

*A number of bilateral and multilateral agreements in the Caribbean, Asia and Africa help train health workers to international standards, regain and retain brains through more circulation of skills, and share professional workers across countries*

*Codes of ethical recruitment practice are another significant bilateral and multilateral mechanism intended to protect the rights of migrant workers, provide adequate workplace support and avoid adverse effects of migration on health services in source countries*

(22) The GHWA partnership looks at more global and shared ways of managing the global health workforce. WHO coordinates the Migration Technical Working Group within the Global Health Workforce Alliance.

sis, and involves a variety of actors including civil society, governments, health professionals etc.

*OECD* has set up a database of skilled migration, by education level, in OECD countries, which shows growing trends of temporary, permanent and temporary-to-permanent flows of the highly skilled among OECD states and into them. Pull factors include the increasing competition for the best brains, and policies that favour skilled migrants, including allowing foreign students to stay on if they take up a highly skilled post, tax incentives etc. Push factors include a lack of opportunity at home and continuing income differences between developed and developing countries. There is a lack of comprehensive data on skilled migration, particularly disaggregated by gender (23). While the majority of foreign health workers in the OECD come from within the OECD, a high percentage come from Asia and Africa. The study found that health worker migration is no more significant than the migration of other skilled workers.

*There is a lack of comprehensive data on skilled migration, particularly disaggregated by gender*

But the effects are unequally distributed, among developing countries. Asia may supply large numbers of doctors and nurses to the OECD, but India and the Philippines are less disproportionately affected than the smaller, Sub Saharan African or Caribbean states. Some states experience extremely high vacancy rates for doctors, laboratory technicians and nurses, which contributes to lower life expectancy, higher maternal mortality rates, low skilled attendance to birth, and high infant mortality. But as the number of health professionals needed in developing countries outstrips the number of migrant health workers in the OECD, reducing migration or returning the migrants is unlikely to be a solution in itself.

#### *– General discussion*

This was structured around the approach in the background paper: policies of countries of origin, policies of countries of destination and partnership strategies. Similar to Malawi, Ghana has in recent years increased production and supply of its health workforce, raised salaries, provided tax and other incentives to retain health professionals; prioritised training of middle-level professionals for remote rural communities; and increased career development opportunities. A new Ghana College of Physicians now offered specialized doctor training. All these measures had resulted in a four-fold increase in admissions to nursing and lab-

*Ghana has in recent years increased production and supply of its health workforce, raised salaries, provided tax and other incentives to retain health professionals*

(23) See below horizontal issues, gender.

oratory schools in the past 7-8 years, and in the number of private nursing schools over the past 4 years. Political commitment had been key to the success of the measures.

Other incentives for *better retaining and distributing* medical personnel in both origin and destination countries include subsidized study and debt relief: subsidy costs could be re-paid where medical staff do not move to an under-serviced area.

At the bilateral level, some South-South capacity building was also helping: Cuba offers training of health personnel to other developing countries, for example through its Latin American School of Medicine, which produces more than 2,000 graduate doctors every year for Latin America and the Caribbean; and its brigades of health professionals to fill resource gaps in poorer countries.

Morocco has this year set up an innovative program, “Fincome”, to mobilize the skills and investments of Moroccans abroad to support development projects under the national economic and social plan. Based on a public-private partnership around business, science and research interests, it involves the diaspora in its planning. Their expertise offers a more cost effective alternative to expensive foreign experts working on development schemes in Morocco. Many successful projects have been carried out; and hundreds of offers from skilled diaspora had been received via the website (24). Morocco suggested that improved economic and political conditions at home are likely to incentivise the diaspora to become involved. Return or circulation of skills through active support and mobilization of the diaspora is an effective strategy by origin countries, although some countries pointed out the importance of equally recognizing the contribution by personnel who had stayed at home.

But participants generally agreed with the OECD findings that even if all professionals abroad returned home, this alone is unlikely to resolve the crisis in the health sectors of many developing countries (25). There was rather an urgent need for deeper forms of cooperation between developed and developing countries. Some argued that richer developed countries could consider setting up funds and strategies with international organizations to shift financial and human resources to tackle health problems. Some forms of compensation to developing countries could also help recoup the training costs of skilled émigrés. The issue of the

*At the bilateral level, some South-South capacity building was also helping*

*Improved economic and political conditions at home are likely to incentivise the diaspora to become involved*

*Even if all professionals abroad returned home, this alone is unlikely to resolve the crisis in the health sectors of many developing countries*

(24) Some 20 projects had been carried out successfully, largely due to the facilitative structure now in place to support them: [www.fincom.ma](http://www.fincom.ma).

(25) See below, horizontal issues, root causes of migration.

rights of the individual to migrate versus their responsibility to contribute to society was raised by some countries.

*Strengthening the capacities of poorer countries to train their skilled people at home and reduce the need to train abroad*

Regarding country of destination policies, some developing countries called on OECD countries to invest in strengthening the capacities of poorer countries to train their skilled people at home and reduce the need to train abroad. This was in line with the Cotonou Agreement (26). A good practice exists in the Philippines, where training schools for maritime officers are fully funded by Japanese and Dutch shipping companies employing Filipino personnel. This is the private sector investing in its own future foreign labour force. As more of a development strategy, the Netherlands offers the opportunity for Ghanaian medical staff to train in the Netherlands while supporting salary subsidization of health workers in rural areas in Zambia. Ireland supports training, retention, and wider deployment of health personnel in developing countries. The US has a visa category (J visa) for advanced training of overseas medical graduates, which requires them to return home for 2 years before applying for longer residence in the US. Some destination countries like the UK also offer examples of how they are boosting domestic training and recruitment and reducing dependence on foreign-trained staff in line with WHO recommendations.

*Stronger efforts to improve skills recognition*

Recognizing that many skilled migrants already abroad are not able to use their skills and qualifications, participants called for stronger efforts to improve *skills recognition*. UNCTAD is working on these issues; and there was some discussion of the possibility for common accreditation, validation or registration exams, e.g. at regional levels.

The ASEAN Mutual Recognition Agreement is a good regional practice of skills recognition, which has also encouraged the search for common agreed regional education standards. Institutes like the International School of Nursing in St Kitts can help ensure that the skilled workforces in developing countries are raised to internationally recognized levels. But destination countries could also improve the integration prospects (27) of skilled immigrants, through e.g. language training, to avoid brain waste. More flexible residence conditions, including the opportunity to visit the home country more frequently, could create a circularity that brings back to the home country the skills and experience of the migrants for further training and sec-

(26) The Cotonou Agreement provides for investment in training skilled staff in developing countries by European partners (Articles 79 and 80).

(27) See below horizontal issues, root causes of migration and human rights.

toral strengthening at home. But it was suggested that destination countries also need to be more sensitive about allowing overseas trained students subsidized by their home states to stay and work there.

*Codes of ethical recruitment* are a well known strategy to mitigate brain drain. The UK adopted a code of practice in 2001 to stop the National Health Service from actively recruiting from developing countries that did not want their people to be recruited elsewhere. Recruitment of foreign health workers has fallen in recent years, although the fall cannot be directly attributed to the code: a number of other factors have also contributed to this. A key outcome of such codes has been to raise political awareness in the national and private health care sector about the impacts of recruiting health professionals from developing countries. Also, the codes do not impede the rights of individuals to apply for jobs abroad. The Global Health Workforce Alliance is drafting a global code of practice for the recruitment of health workers.

Overall, partnerships rather than unilateral policies were a recurrent theme. As discussed, many of these are emerging at bilateral and regional levels, including inter-governmental and private sector capacity building support to training institutions and hospitals in developing countries, twinning arrangements and skills sharing. These efforts can also be supported through partnerships with and between international entities (28) such as the Global Health Workforce Alliance (e.g. Ireland contributes to the GHWA because of its useful expertise on developing country needs). Among new forms of partnership are those between destination countries and foreign diaspora, e.g. France has a cooperation agreement with Senegal on health issues, which engages the Senegalese diaspora in French hospitals and universities. This can also help solve some of the problems of migrant integration.

– *Main observations and findings* (29)

*Highly skilled migration* is growing and likely to continue to grow, in part because of the easier access for highly skilled to information and job opportunities abroad, and a lack of opportunities at home. The movement of skilled and trained profes-

*A key outcome of such codes has been to raise political awareness in the national and private health care sector about the impacts of recruiting health professionals from developing countries*

*Overall, partnerships rather than unilateral policies were a recurrent theme*

*Highly skilled migration is growing and likely to continue to grow, in part because*

(28) Health worker migration is also being dealt with by a partnership between WHO, ILO and IOM.

(29) These reflect the reports by the session note-takers, the session rapporteur and the roundtable rapporteur.

*of the easier access for highly skilled to information and job opportunities abroad, and a lack of opportunities at home*

*Some good practices are emerging to contain brain drain, assure brain gain, strengthen sectoral development and enable skills sharing*

sionals can have a negative impact on developing countries if staff movements create critical shortages. This is most likely in vulnerable sectors such as health and education. But migration is not the principal or only cause of weak health systems in developing countries (30); and policies to address skill needs are likely to work best if they are multi-pronged and based on partnerships.

Some good practices are emerging to contain brain drain, assure brain gain, strengthen sectoral development and enable skills sharing. Many are in countries of origin and relate to retention (training, recruitment etc.) and sectoral development, rather than migration. Codes of ethical recruitment devised by countries of destination are relatively new, and their effectiveness is largely untested. Partnerships on training, capacity building and skills sharing, also involving migrants and diaspora, are emerging at bilateral, regional and public-private sector levels. But the effectiveness and impact of these initiatives on development still needed to be assessed. It was recognized that the Forum was a learning process, offering ideas for delegates to take back to their capitals. More research and databases like the OECD database were needed.

*– Recommendations and proposed actions*

*Collate good policies and practices* that will allow countries to better manage human resource development and deployment in highly skilled sectors, particularly the health sector, and ensure effective partnership between origin and destination countries. *Codes of ethical recruitment practice* need to be evaluated; and *gender-specific data* on skilled migration collected (31). The following actions were agreed during the session :

1. Establish a **matrix of good practices** for countries of origin and destination and for joint actions between them that can help retain, train and recover skilled health personnel for development. This could be based on the GFMD background paper and the discussions in the roundtable and passed on by the session chairpersons to inform the work of the GHWA (for reporting at the next GFMD meeting in 2008?);

2. Consider further development of **codes of ethical recruitment** in the health sector and the dissemination of lessons learned from existing codes of conduct. The Global Health

(30) See below, horizontal issues, root causes of migration.

(31) See below, horizontal issues, gender.



Workforce Alliance has already begun a relevant study of such codes, and could report on the findings at the next Forum meeting in 2008.

*Session 1.2 – Temporary labour migration as a contribution to development : sharing responsibility.*

*Chair/moderator* : Ms Marta Rodríguez-Tarduchy, Director General, Immigration, Office of the Secretary of State of Immigration and Emigration, Spain

*Co-chair* : Mr Youssef Amrani, Director General, Bilateral Affairs, Ministry of Foreign Affairs and Cooperation, Morocco

*Speaker* : Ms Rosalinda Baldoz, Administrator, Philippines Overseas Employment Administration, the Philippines

*Discussant* : Mr Carlos Rodriguez Bocanegra, Counselor, Embassy of Colombia to the Kingdom of Belgium and Grand Duchy of Luxembourg, and Mission to the EU, Brussels

*Rapporteur* : Mr Ibrahim Awad, Director, International Migration Programme, ILO

This session considered how temporary labour migration can be a flexible and convenient way of meeting labour shortages in higher income countries while alleviating the demographic and unemployment pressures in developing countries, and spreading the developmental gains of migration more widely. It sought to address the question of how temporary labour migration can achieve balanced trade-offs between more openness by destination countries to low-skilled immigration and greater commitment and ability of origin countries to ensure more legal migration. It considered how bilateral agreements can work for development, but also how unilateral migration regimes can achieve similar development benefits.

The *background paper* posits that temporary labour arrangements between countries can be development-supportive because they help migrants keep their home base in the origin country and return their earnings and other resources, including skills, to their families and home communities. When they involve lower skilled migrants, they can bring higher and more widespread gains for lower income countries. They can help countries of destination adjust to low or negative population growth and meet labour needs quickly and flexibly. Although most bilateral labour arrangements do not explicitly aim at development or poverty reduction, they can be an effective vehicle for accessing formal labour markets, and negotiating favourable employment and social welfare terms to empower migrants as agents of devel-

*Meeting labour shortages in higher income countries while alleviating the demographic and unemployment pressures in developing countries*

*Temporary labour arrangements between countries can be development-supportive*  
*Effective vehicle for accessing formal labour markets, and negotiating favourable employment and social welfare terms to empower migrants as agents of development*

opment. They can also strengthen trust between countries by helping to assure temporariness of the labour migration. These favourable conditions can also be achieved by flexible unilateral migration systems

Policies identified as central to the success of temporary labour migration programs, for the migrants, their dependants, the employers and governments involved, are those that :

- a) assure migrants' access to formal labour markets;
- b) protect and empower the migrants, especially females through gender-sensitive policies (32); and
- c) ensure a certain degree of temporariness.

The paper outlines some of the policies and practices to achieve these; and the need for a more complete compendium of these for policy makers in both destination and origin countries.

– *Panel discussion*

*Spain's* bilateral labour programs are based on a belief in the close linkage between making temporary labour migration useful for development, reducing illegal migration and protecting migrant rights. Bilateral labour agreements (BLAs) are a superior tool to achieve these (33), and for generally managing temporary labour migration. They help migrants maintain links to the family back home, keep the family structure intact, and increase their skills and experience. Government involvement in pre-selection, selection, placement and care of the migrants can keep costs down and avoid the incidence of exploitation, extortion or abuse of migrants by recruitment or other agencies. BLAs have been around for a long time, and are growing, but still need more work.

Spain's law provides for bilateral agreements alongside the general immigration options. Such special bilateral programs exist with Colombia, Ecuador, Dominican Republic, Morocco, Bulgaria and Romania, and others with Peru and Senegal, mostly in the agricultural sector. The advantages for the migrants, and for development under such agreements include :

- labour needs can be better matched with supply through direct government involvement in the pre-selection, and through joint actions with employing companies;

(32) See below, horizontal issues, gender.

(33) See below, horizontal issues, human rights.

- procedures can be simplified – e.g. for visas, travel etc., which can often be an impediment to migration of poor people;
- migrants can receive better social and economic protection, as employers pay the travel costs and provide decent accommodation and a stable work environment;
- greater incentive for the workers to return through assured re-employment without being subjected again to the pre-selection procedures; and the possibility after 4 years of working in Spain to apply for permanent residence. This also helps guarantee a more stable, experienced and integrated workforce for employers.

Linking the migration to development in the country of origin, these programs also build the capacity of willing migrant workers with leadership qualities to contribute to development in their home communities. The Workers Flow Management program in Catalonia offers intensive capacity building courses, and some start-up assistance to migrants willing to contribute directly to development in their home countries after return. NGOs such as the farmers union *Pagesus Solidaris* in Catalonia, provide support for this return and reintegration assistance.

Morocco's partnerships with Spain and other countries are based on a belief in the importance of joint labour migration management for development. Morocco was one of the first countries to develop a global, integrated migration policy to take account of development and security aspects. Migration is a strategic approach to human resource development and labour market planning. Recognizing the contribution that migrants can make to development, Morocco calls for a co-development approach to ensure that the migration occurs legally and safely. Its strategies range from partnerships with the destination country to favourable bank loans, and assistance abroad through the government-founded Hassan II Foundation for those migrants willing to invest in development schemes back home.

The Moroccan international organization for labour (ANAPEC) provides support to Moroccans working in the EU. Selected by the Moroccan Government, ANAPEC works with EU partners, mostly Spain and more recently Italy, to locate and pre-select Moroccan workers, prepare and train them, ensure decent contracts with social security cover, free housing and employer-paid transport, organize direct banking of earnings, and ensure return, and support to families left behind. Of the 5,000 migrants using ANAPEC in 2007, some 95 % went to Spain, most of them in the agriculture sector, most of them tem-

*These programs also build the capacity of willing migrant workers with leadership qualities to contribute to development in their home communities*

*Morocco's partnerships with Spain and other countries are based on a belief in the importance of joint labour migration management for development*

porary female workers with families. The income is critical for the families; and the close engagement of ANAPEC reduces the financial precariousness for the families back home.

*5 lessons for other governments seeking to manage their labour emigration to optimal development effect*

The Philippines, with some 4 million workers abroad, almost 40 years of experience in setting up and managing its contract-based overseas labour program, and a myriad of bilateral labour agreements (34), identifies 5 lessons for other governments seeking to manage their labour emigration to optimal development effect :

a) A clear legal mandate to protect migrant workers, firmly based in the Constitution. This assures stability of the system through political change, but also allows for flexibility through administrative and executive instructions to carry out the policies on protection;

b) A well functioning administrative machinery, as this can be key to migrant protection and to efficient migrant service delivery (35). The Philippines achieves this through the cooperation of many ministries (Labour, MFA, Education, Training, Health etc);

c) Protection built in at every stage of the migration process, from pre-departure through on-site employment, post employment and reintegration. In the Philippines, this includes :

- mandatory *licensing of recruitment agencies*, and limits on recruitment fees (e.g. the Philippines mandates the equivalent of 1 months' salary, and has abolished it altogether for domestic workers) (36);
- *accreditation of employers*, and joint liability with the recruitment/manpower agencies for adherence to terms of the contract;
- *compliance with the skills and entry requirements* of the destination country;
- *mandatory pre-departure information, orientation and training programs*; Filipino workers' resource centres overseas, particularly in female-dominated posts, provide skills training, ori-

(34) The Philippines has negotiated 68 bilateral labour agreements in the past 38 years (in Asia, the Middle East and Europe), including on social security. These are seen as an effective human resource development tool. Regarding the lessons, see also below, horizontal issues, human rights and gender.

(35) Clear policies and adequate budgetary support enable efficient service delivery to the migrants, regardless of their status abroad, especially in times of crisis (e.g. evacuations of female workers during the recent Lebanon crisis).

(36) In the Philippines, where some 98 % of migrants are recruited via private recruitment agencies), the Government limits by law the recruiters' fees to no more than 1 months' salary (except where prohibited by the law of the destination country), e.g. in the UK, the employers take charge of all the costs of Filipina nurses).

- entation, counselling, seminars on savings and assistance to the migrants, and emergency evacuation facilities;
- a *welfare fund* that covers all overseas Filipino workers for a range of insurances, pensions, scholarships, legal aid etc. at the low premium of USD25;
  - *standard labour contracts* to assure decent wage and working conditions. These are enforceable in the labour tribunals back in the Philippines;
  - *certificates* issued that facilitate migrants' movement in and out of the country and entitles them to exemption of income tax and travel tax;
  - a *national reintegration program*, including scholarships and training for children.

d) A participative decision-making mechanism, involving women's sectors, the private sector, and a consultative forum with NGOs for input into policies;

e) Gender sensitive policies and programs The female/male ratio of Filipino migrant workers is 60/40; and the Philippines policies include no recruitment fee for domestic workers (37), increased wage level for domestic workers, female welfare workers posted to locations where female workers predominate, special pre-departure orientation and information, skills upgrading and counselling programs abroad.

The Philippines system seems to sufficiently balance regulation and facilitation of labour emigration to achieve a high degree of legal migration, decent salary and work conditions and social protection, and a minimum of illicit practices such as smuggling and trafficking.

Colombia, which has a bilateral labour agreement with Spain since 2001 similar to the Morocco-Spain one, also links labour opportunities abroad closely to human rights and the fight against poverty. It tackles labour migration as an international and inter-agency issue, and a co-development issue. The program with Spain is a closely managed, protective and return-supportive bilateral program of Colombian workers, mostly in the agricultural sector but increasingly also in the hotel and other sectors. It has enabled some 4.500 workers to benefit from employment and increased earnings abroad. A public institution

*Labour migration as an international and inter-agency issue, and a co-development issue*

(37) The Government recently passed a Household Service Workers Reform package, which doubled the wage level for domestic workers household and abolished the charge of recruitment fees for domestic workers. (Note that the immediate impact of the increased wage has been to lower the numbers recruited by 50%).

is in charge of the selection, training and informing of the migrant workers in a three-way partnership with the governments and the employing companies. It prepares, protects and helps reinsert the migrants after return. The Government works with local authorities on reintegration opportunities, and with binational companies for job generation projects. It encourages investment in local real estate, and formal remittance transfers through elimination of remittance taxes. Colombia and Spain have signed a social security agreement, to be implemented soon. Colombia now sees a need to put together the information, data and lessons learned on its bilateral labour migration programs.

– *General discussion*

*Legal structures and agreements between origin and destination countries are necessary to protect and empower migrants*

In the general debate, a number of governments reinforced the message of the panel discussion and in the background paper that legal structures and agreements between origin and destination countries are necessary to protect and empower migrants. Strictly government-to-government bilateral labour agreements (such as the longstanding seasonal agricultural workers program between Mexico and Canada (or the Caribbean and Canada)) create protective and enabling contexts for lower-skilled migrants from depressed regions to accumulate capital and contribute to poverty reduction and increased health and education back home (38). But these are highly dependent on the political will and resource investments by both governments.

Many smaller developing countries do not have the kinds of capacities or negotiating powers that the Philippines or Mexico or Morocco have to strike such complex agreements. A number of participants pointed to the importance of multilateral frameworks here, such as WTO GATS Mode 4, available on a non-discriminatory basis to all WTO Member States. While limited in application, Mode 4 has the comparative advantage of eliminating the need for countries to negotiate a myriad of separate bilateral agreements. Efforts should continue to expand the application of Mode 4 to achieve the developmental impacts aimed for through bilateral channels. Another notable multilateral mechanism is the Colombo Process, which brings together 10 Asian labour-sending states in Asia, now also some destination countries from the Middle

(38) See World Bank studies on the impact of remittances on poverty reduction, family health and education in Mexico (McKenzie 2005); although the questionnaire data used do not disaggregate the remittances by migration program.

East, in discussions on how to improve the conditions and benefits of labour migrants (39).

Given the ad hoc nature of most labour migration programs, and the lack of experience and capacity of many poorer countries, tools were needed to guide policy makers on good practice. A Handbook on labour migration was recently published jointly by OSCE, IOM and ILO for this purpose – both for origin and destination countries (40). The Handbook has formed the basis of policy training in Russia and other former Soviet Union countries. A new, updated version was due to be published in Arabic in the Fall of 2007 (41).

Regarding the protection of migrants, a number of countries emphasized the importance of protecting individual rights not just economic empowerment. Developing countries saw social protection as a shared responsibility between origin and destination country. For some developing countries, females dominated the labour emigration, but they were frequently concentrated in low skilled, unprotected sectors, more vulnerable to illegal migration and exploitation. *Standard contracts* were identified as a key tool for ensuring respect for core human rights and labour standards, particularly for female migrants (42), across different bilateral labour agreements. The Philippines and Sri Lanka have set standard contracts as a means to enforce “benchmark” or minimum wages for their migrant workers; and these are increasingly also being pursued by other Asian countries of origin. Jordan has recently introduced a unified contract for domestic workers. UNIFEM in 2001 launched its 9-country Regional Programme on Empowering Women Migrant Workers in Asia, to address legal migration of women migrant workers, particularly domestic workers and those working in informal sectors (43). In the Mercosur region, action was being taken to facilitate cross-border labour mobility that also gave people social protection, also in their retirement.

*Standard contracts were identified as a key tool for ensuring respect for core human rights and labour standards, particularly for female migrants*

Regarding the protection of migrants, a number of countries emphasized the importance of protecting individual rights not

(39) United Arab Emirates will host the next meeting of the Colombo Process.

(40) See the Handbook on Establishing Effective Labour Migration Policies in Countries of origin and Destination, OSCE, IOM, ILO, Vienna, 2006.

(41) The launch of the Arabic version will be at a workshop in Rabat for all OSCE participating states and the Northern and Southern Mediterranean governments.

(42) See *supra*, horizontal issues, human rights and gender.

(43) The UNIFEM program initially covered Indonesia, Nepal, the Philippines, and Jordan as a destination site, drawing experiences from Sri Lanka, and has been expanded to Bangladesh, Cambodia, Lao PDR and Thailand, applying lessons from Hong Kong SAR.

*Standard contracts were identified as a key tool for ensuring respect for core human rights and labour standards, particularly for female migrants*

just economic empowerment. *Standard contracts* were identified as a key tool for ensuring respect for core human rights and labour standards, particularly for female migrants (44), across different bilateral labour agreements. The Philippines and Sri Lanka have set standard contracts as a means to enforce “benchmark” or minimum wages for their migrant workers; and these are increasingly also being pursued by other Asian countries of origin. For some developing countries, females dominated the labour emigration, but they were frequently concentrated in low skilled, unprotected sectors, more vulnerable to illegal migration and exploitation (See Jordan’s recent introduction of a unified contract for domestic workers; and UNIFEM’s program for empowering women in 9 countries in Asia). Developing countries saw social protection as a shared responsibility between origin and destination country. In the Mercosur region, action was being taken to facilitate cross-border labour mobility that also gave people social protection, also in their retirement.

Assured temporariness was seen as critical to the integrity of labour migration. This is closely bound up with the issue of managing illegal migration. Most temporary labour migration schemes serve destination country imperatives to meet labour needs and manage illegal migration. Many of the schemes in Europe are tied to readmission agreements or ongoing negotiations of such agreements (e.g. in Italy, where it is enshrined in law). In some bilateral arrangements between Spain-Morocco, Spain-Colombia, Spain and other partner countries, or Mexico-Canada, Caribbean states-Canada, a more successful incentive for temporariness has been the possibility of returning again or changing status to longer term residence (45).

For many destination countries, particularly if developing countries, efforts at tackling illegal labour migration have not been particularly fruitful, because the employers and middlemen frequently engage in unscrupulous recruitment and treatment of foreign workers. Often the immigrants don’t go home and tend to get lost in the system or just move to other employers. Many are, or become, undocumented. It is difficult to manage this with limited resources and with little incentive for companies to comply where there is an over-supply from poorer countries. Argentina resorts to amnesties as a means of drawing the irregular migrants into the social security system (compare Spain).

(44) See below, horizontal issues, human rights and gender.

(45) See below, horizontal issues, root causes of migration.



– *Main observations and findings*

*Temporary labour migration can work to everyone's advantage if it is legal, protective and linked to real labour needs.* It is a flexible way of meeting labour surplus and shortage across countries. Assuring legal access to a varied labour market, protecting the basic rights of migrants, especially women, and assuring temporariness of the migration are key to maximizing the mutual benefits. In the absence of a functional multilateral system, bilateral arrangements have been found to operate effectively in certain countries. Individual countries can also adopt institutional and policy frameworks that contribute to realizing the objectives of temporary migration. Joint arrangements between origin and destination countries, particularly for lower-skilled migrants, can help enforce the laws to protect temporary migrants and enhance their contribution to their families and home communities.

*Temporary labour migration can work to everyone's advantage if it is legal, protective and linked to real labour needs*

*There is a need to know more about the linkages between development and temporary labour migration, and between migration and the functioning of labour markets.* If there is a better match between labour market planning and migration, then people will migrate by choice and agreement, and be better protected and able to contribute more fully and transparently to development back home. Some open questions remain about how to address existing illegal migration populations (some 7-8 million in Europe; or 12 million in the USA); and the costs and benefits of expanding on existing temporary labour migration schemes.

– *Recommendations and proposed actions*

A set of good policies and practices for *safe and orderly temporary labour migration* is needed, that also enforces its legality, temporariness and potential contributions to development. This can draw from some good partnership practices between countries, presented during the session and in the background paper, and from some of the ready-made policy tools offered by international expert organizations. The following action was agreed during the session :

1. Develop a **compendium of good practice policies** on bilateral temporary labour arrangements that can contribute to development and give access to foreign labour markets, notably for low skilled, while controlling irregular migration and protecting the human and social rights of migrants. This could be taken forward by the roundtable session Chairs in collaboration with

relevant international organizations and presented to a Friends of the Forum meeting in the near future.

*Session 1.3 – The role of other-than-government partners in strengthening the developmental contribution of temporary labour migration*

*Chair/Moderator* : Dr Hamidur Rashid, Director, Ministry of Foreign Affairs, Bangladesh

*Panellist 1* : H.E. Mr Antonio Arenales Forno, Ambassador Extraordinary and Plenipotentiary of Guatemala to the EU, the Kingdom of Belgium and the Grand Duchy of Luxembourg, Brussels, Guatemala

*Panellist 2* : Mr René Cristobal, President, Manpower Resources of Asia, Philippines

*Panellist 3* : Mr René Mantha, Director, Fondation Des Entreprises en Recrutement de Main-d'oeuvre Agricole Etrangere (FERME), Quebec, Canada

*Discussant* : Professor Philip Martin, UC Davis, USA

*Rapporteur* : Mr Shahidul Haque, Regional Representative for Southern Asia, IOM, Dhaka

*The roles that the private and other non-state actors can play to maximize the benefits of temporary labour migration*

This session explored the roles that the private and other non-state actors can play to maximize the benefits of temporary labour migration, particularly the welfare of low skilled migrants from developing countries, and their families back home. It looked at some good policies and practices in both origin and destination countries, which ensure effective engagement of these players, and promote multi-stakeholder partnerships.

The session sought to address how the private sector and other non-state agencies can better ensure that migrants are well informed and protected from abusive and malevolent recruitment or employment practices, both in pre and post migration phases; how private intermediaries can help lower the upfront costs of migration; how to balance facilitation and regulation of the recruitment agents and employers to promote welfare-enhancing and protective migration without driving them underground.

The *background paper* (46) observes that in many parts of the world the private sector and other non-state agencies largely manage labour migration, yet do not play a major role in protecting and supporting the interests of migrants globally (47).

(46) The background paper was prepared by the chair of the session, Dr Hamidur Rashid, in cooperation with the session team and the GFMD Taskforce, and is available on the GFMD website.

(47) See below, horizontal issues, human rights.

The market for migrant workers is highly imperfect, characterized by high transaction costs, information gaps and often misplaced expectations. Migration remains largely unregulated or inconsistently regulated across countries, as are the actions of the key non-state players, e.g. recruiters, contractors and employers. This paves the way for unscrupulous and often abusive treatment of migrants, who can fall prey to smuggling and trafficking. The singular, unrestrained profit motives of private sector players often directly harm the interests and rights of migrant workers and their families.

The paper looks at how the major stakeholders in labour migration – governments, private sector and other non-state agencies – can prevent abuse and exploitation of migrant workers (e.g. at the hands of recruiters, employers, smugglers or traffickers), and how the migrants can be empowered socially and economically, both while abroad and after they return. These are the bare minimum collective actions needed to ensure that migration occurs legally, and that regardless of their status, migrants' human rights are protected. The paper explores some workable policies and programs to effectively engage the private sector and other non-state actors at origin and destination, and to promote legal and protected temporary labour migration, and maximize its benefits for the migrants and their families. It recommends some market-based and multi-partner initiatives to facilitate discussion, and suggests follow-up actions for the policy makers.

– *Panel discussion*

It was observed that, in an imperfect market environment, migrants in many countries took most of the risks – meeting the costs of migration, giving up their current livelihood options, accepting relocation etc. – and received disproportionately minimal returns on their investment. There was scope for the private sector – recruiters and employers – to share some of the risks. Too many migrants lack sufficient and complete information about the risks, opportunities, rights and obligations of employment abroad. They also often pay exorbitant sums to be able to migrate, lack standard contracts for decent work, and have no social and financial safety nets. Three areas were identified for possible attention : mechanisms to address the information asymmetry for migrants (and agencies working with them, and employers), the feasibility of involving financial intermediaries in lowering the up-front costs of migration, e.g. through

*The market for migrant workers is highly imperfect, characterized by high transaction costs, information gaps and often misplaced expectations*

*Workable policies and programs to effectively engage the private sector and other non-state actors at origin and destination*

*Too many migrants lack sufficient and complete information about the risks, opportunities, rights and obligations of employment abroad*

low cost loans and credit, and other co-management mechanisms involving public and private sectors.

*Guatemala* sees its temporary agricultural workers program with Canada as a useful framework for other governments to deal with temporary labour migration. The Guatemalan Government, the Farmers Association of Quebec “FERME” and IOM Guatemala have effectively negotiated and developed a small seasonal agricultural worker program (48), which has benefited many thousands of Guatemalan farm workers and their families in 15 districts. The major reason for its success has been the commitment of all parties, including the governments, to ensuring the legality and protective nature of the migration. It was claimed that the “circular” nature of the program has prevented the kind of large-scale overstay situation that exists among many Guatemalans in the USA, and the family disintegration that can result from long separation. The costs of migration have been kept low by excluding middle-men (49): there are no recruitment fees, workers are selected directly from the field, and are processed by the Canadian Embassy, and employers cover the up-front travel costs. The migrants are also linked up with low cost banking and remittance options. All these help to reduce costs and prevent fraud and exploitation of the migrants. It was suggested that the program be studied for its potential to be expanded to other sectors and countries.

*The Quebec Farmers Association “FERME”* (50) negotiates temporary labour migration contracts with the governments of origin countries, such as Guatemala, under a general framework set by the Canadian employment authorities. Key elements of success of such programs are seen to be :

- a win-win for all – employers and migrants alike fill a need;
- fair employment conditions – migrants receive the same treatment and standards as Canadian workers;
- benefits to the family – particularly children, through remittances spent on education;
- commitment by the origin country government – ensuring support and protection.

(48) The Guatemala-Canada program involved some 1,200 seasonal agricultural workers in 2006.

(49) Workers only pay ca. \$270 up front to cover visas, medicals, passports and exit taxes. The cost is very low if taken into account the few thousands that the labour migrants earn and remit in the course of their stay in Canada.

(50) FERME (*Fondation des entreprises de recrutement de main-d’œuvre agricole*) represents some 4,000 agricultural companies in Quebec, Canada.

The Guatemalan program has all these features. Trust between governments can also be strengthened when the temporary nature of migration is ensured: in 2006, of the 1.208 Guatemalan workers in Canada, only one failed to return. This is a direct result of the close collaboration between the governments, private sector and an international organization to ensure a comprehensive approach: standard contracts (to cover health, social security, travel and employment insurance); pre-departure information and training; low cost travel (a special travel agency was set up to ensure cheap block-bookings); and access to low cost banking and remittance services.

*Close collaboration between the governments, private sector and an international organization*

***Manpower Resources in Asia***, a major manpower recruiting agency in the region sees the Philippines as a leading supplier of human resources globally (51) and a model in its management of recruitment agencies and other partners. Up to 90 % of all overseas Filipino workers (OFWs) are deployed by licensed recruiters and manning agencies, of which there are some 1.400 operating in the Philippines. There are also some 24.000 foreign employers accredited by the Philippines Government. The national laws to deploy and protect OFWs fall under the auspices of a tripartite Industrial Peace Council. These require the licensing and monitoring of all recruitment and manning agencies; and apply a carrot-stick approach to their performance (52), as well as that of the overseas employers. The recruiting/manpower agencies are responsible for the migrants at every step, including social security coverage at home and abroad (53) and for their return. Foreign employers and recruiting agencies are jointly liable for protecting the migrants. It was argued that the development benefits could also flow to the foreign contractors, who could be more competitive when they used OFWs, particularly if they implemented projects in developing countries that OFWs work on.

There was a note of *caution about drawing models from programs like the Guatemala-Canada one*, which are country, region or sector-specific. The labour market situation in many countries is not that of Guatemala or Canada (where the climate naturally disposes towards seasonal cycles, hence temporariness). Also, the

(51) The Philippines deploys 3,000 overseas Filipino workers (OFWs) every day; and almost all oil and chemical tankers in the world are manned 60 % by Filipinos.

(52) The President gives public awards to foreign employers, to encourage them to ensure their agencies are compliant.

(53) *Manpower Resources in Asia* enrolls the migrants in the Philippines social security system; and in turn requires foreign employers to enroll the OFWs in the host country social security system.

Guatemala-Canada program began as a demand-pull program, while many destination countries have large existing migrant populations, many of them illegal, which may require different program solutions. The success of the Guatemala program still needs to be tested over the longer term.

*Temporary labour migration programs today are smaller, more numerous, diverse and sector and employer-specific than the guest worker programs of the past*

Temporary labour migration programs today are smaller, more numerous, diverse and sector and employer-specific than the guest worker programs of the past. This has increased the role of specialized agencies, which can be licensed and regulated, but whose profit imperative creates a tension between rights and numbers. One best practice to deal with agencies, as the Philippines have discovered, is to try and balance control and facilitation, and to set simple rules that everyone can understand – e.g. recruitment fees no higher than the equivalent of one month's wages, adequate information to migrants, sanctions and rewards for recruiter behaviour, and one-stop processing centres for the migrants. Compliant recruiters could possibly also be used to channel cheap loans to the migrants and their families via a subsidized pool of money. Non profit-making agencies can also be helpful. All these elements can help keep the costs of migration low for the workers.

– *General discussion*

This followed the background paper's focus on information, social protection, lowering costs of migration and co-management approaches.

*Full and transparent information to migrants on opportunities, rights and obligations can reduce migrants' vulnerability*

Participants stressed that *full and transparent information* to migrants on opportunities, rights and obligations can reduce migrants' vulnerability to abuse and exploitation during migration and while abroad. It was argued that the more complete and perfect the information to migrants the less interference by middle men. Sri Lanka, with some 200.000 people leaving for work abroad every year, is trying to bridge the information gap of its migrant workers with information and cooperation of the migrants, employment agencies and authorities of the destination countries, e.g. via video clips in the regional centres. The new Foreign Employment Promotion and Welfare Ministry has set up 25 regional information centres in Sri Lanka (with the support of IOM), to bring information and counselling to prospective migrant workers in needy rural areas. Similar to the Philippines, 60 % of the migrant workers are female, and the orientation program is adjusted to their special needs.

Migrant information or resource centres (54) were identified as a useful conduit for migrants and others to inform themselves better. One variation of these are the Philippines' worker centres overseas, which dispense information, advice, counselling, skills upgrading and help to stranded migrants, particularly females. Creating such centres along corridors between origin and destination countries could help establish more symmetry in the information flow to migrants, but also to employers and other migration agents. In many developing countries, particularly in Sub Saharan Africa, information systems are still non-existent or inadequate.

*Migrant information or resource centres were identified as a useful conduit for migrants and others*

UNIFEM's work with national associations of recruiting/placement agencies from select Southeast Asian, South Asian and Arab States to increase knowledge and commitment to gender and rights issues has resulted in the adoption in 2005 of a Covenant of Ethical Conduct and Good Practices of Overseas Employment Service Providers. Specific actions proposed include capacity building of recruitment and placement agencies in worker protection, setting up information/resource centres, media campaigns, advocacy with governments and gender-responsive "model contracts" such as recently introduced by the Jordanian Government (See above discussion on session 1.2). Recruiting/placement agency associations in each country are following up on these with technical support from UNIFEM.

A number of participants argued that migrant protection is more efficient and cost effective for all involved. The Philippines' focus on the principle of protection is based on its findings that when workers are protected abroad, employers have fewer problems with them. The Philippines' practice of making recruiters jointly liable with employers for protection of migrants' rights and conditions was seen as a model practice. The Philippines example also demonstrated that signed, standard contracts are essential to protection (55), as they prove that a government-registered agency is involved, and that there are fixed terms and conditions for the migrants. But these are mostly non-existent in other countries. There is also inconsistency between governments on the issuance of contracts prior to migration. Jordan has recently introduced a legally enforceable, unified contract for domestic workers, with solid rights provisions included. UNIFEM is working with other Asian governments to implement the same, and with NGOs and other agencies to inform

*Migrant protection is more efficient and cost effective for all involved*

(54) See below, horizontal issues, human rights and gender.

(55) See below, horizontal issues, human rights and gender.

migrants and sensitize employers about contracts, about migrants' rights and obligations and about appropriate redress mechanisms (56).

Regarding the *costs of migration*, the Philippines and Sri Lanka involve government and the private and other sectors in increasing migrants' capacities to recoup their up-front migration costs and support development efforts at home. In the Philippines, all migrant workers register and pay into the Overseas Workers Welfare Fund, which makes them eligible for a loan of P40,000. This is to support the families of the migrant workers until the remittances start flowing. Local governments also lend to the migrants, and are repaid by the families as remittances come in. These are low-cost loans, relative to what is available from private lenders. In Sri Lanka, migrants can receive very low interest bank loans subsidized by the government to cover pre-departure costs, costs or investment support for families while the migrant is away, and after return (57). This encourages migrants to send remittances through formal channels, as the repayment of the loan is drawn from their remittances. The recovery rate is reportedly good.

*How financial intermediaries – banks, MFIs etc. – could help to lower the costs of emigration*

A key question debated was how financial intermediaries – banks, MFIs etc. – could help to lower the costs of emigration. It was suggested that since many migrants do not have the means to provide guarantees for loans, signed employment contracts could be accepted by banks as collateral. Recruitment agencies could also be the loans facilitators. A self-policing environment could be set up between recruiters and employers, with performance criteria and incentives for honest behaviour built in (58). But good recruitment agencies may not necessarily be good lenders, and they may be too tempted to make money on such an arrangement. Instead, the Philippines-based “Manpower Asia” recruiting agency has organized a cooperative-type Loans and Savings Association among local and overseas Filipino workers, which offers low interest loans to migrant workers and their families both during their probationary period and after, and incentives for efficient repayment and savings. But in many low

(56) The CEDAW Convention, adopted by 185 countries is an important Convention for strengthening protection of migrant women workers.

(57) For every loan, the Government covers ca 9% of the interest to the bank, and the migrants are only charged 6% interest. Guarantors are required.

(58) This could be a “virtuous circle”, where only a “good” recruiter is allowed to give the subsidized loan, and only a migrant with a signed contract and with a “good” recruiter could get the subsidized loan. The licensing mechanism for recruiters could have some appropriate performance criteria built in, and they could earn preferred status. This could be an incentive for recruiters to be honest.



income countries, despite regulations and standards *vis-à-vis* the performance of recruiters, there is still a lack of transparency regarding the actual costs of migration.

The discussants agreed that there were no objective benchmarks as yet to measure the performance of recruiting agencies. Strategies proposed to reduce the monopoly of recruitment agents included systematic studies of the behaviour of recruiters, including from a gender-sensitive perspective, and how much information the recruiters share at the pre-departure stage.

In the absence of multilateral approaches to labour migration, *co-management approaches* (multi-sectoral, public-private) are possibly the best way to overcome the *ad hoc*, largely unilateral way of managing a global phenomenon. The comprehensive partnerships the Philippines has with recruiters, employers, trade unions, NGOs etc., or the partnerships behind the Guatemala-Canada program, involving central and local governments, employer associations and an international organization (also banks as discussed in 1.2) were recognized as workable models, but participants wondered how replicable these could be in other sectors or in other countries.

– *Main observations and findings*

*Other-than-government partners*, particularly the private sector, are key drivers of global labour mobility today, yet they remain less active in ensuring that it benefits development efforts. Recruitment and other up-front *migration costs* can be prohibitive and severely reduce migrants' capacities to recoup their migration costs and support development efforts at home. Limited and sometimes distorted *information* on opportunities, rights and obligations can also make migrants vulnerable to abuse and exploitation during migration and while abroad. Few coherent programs exist that systematically and effectively engage government, private sector, international organizations and others in *partnerships* that could ensure safer, more productive labour migration. Appropriate mechanisms are needed to ensure a balanced public-private sector intermediation, and to measure/reward good performance of the recruitment agencies.

– *Recommendations and proposed actions*

Private sector and other non-state actors should play a stronger role in *reducing the costs of migration, ensuring better*

*No objective benchmarks as yet to measure the performance of recruiting agencies*

*Co-management approaches*

*Appropriate mechanisms are needed to ensure a balanced public-private sector intermediation, and to measure/reward good performance of the recruitment agencies*

*work conditions and informing and protecting migrants abroad.* The following actions were agreed during the session :

**1. Undertake a feasibility study of financial intermediation services** that would allow would-be migrants to borrow at market or if possible at concessional rates for their up-front expenses prior to migration. Bangladesh has expressed keen interest in undertaking this study in partnership with relevant agencies and reporting on the outcomes in Manila 2008.

**2. Organize a workshop among interested government and other partners** to discuss ways of identifying good recruitment and employment practices and set up benchmarks/criteria for performance evaluation of recruitment agents and employers in origin and destination countries. Bangladesh has shown interest in co-organizing this workshop with relevant partners and reporting on progress in Manila 2008.

**3. Establish migrant resource centres** along a well traversed migration corridor, and interconnect these to ensure timely and linked-up services to migrants. This may be a real Migrant Resource Centre or a virtual or internet-based one and may be considered for longer term action.

**4. Based on the Guatemala-Canada seasonal worker model, consider developing such projects as pilots** in other countries along a well-used migration corridor. This could be taken forward by interested international organizations.

*Session 1.4 – How can circular migration and sustainable return serve as development tools?*

*Chair/moderator* : Mr Jean-Louis De Brouwer, Director for Immigration, Asylum and Borders, DG JLS, European Commission

*Co-chair* : Mr Ali Mansoor, Financial Secretary, Ministry of Finance and Economic Cooperation, Mauritius

*Speaker* : Ms Rachel Bayani, Counsellor, Justice and Internal Affairs, Permanent Representation of the Grand Duchy of Luxembourg to the European Union

*Discussant* : Mr Sefu Kawaya, MIDA Coordinator, Ministry of Labour; Democratic Republic of Congo

*Discussant* : Mr Robert K. Visser, Director-General for Legislation, International Affairs and Immigration, Ministry of Justice, the Netherlands

*Rapporteur* : Ms Ana Eugenia Duran, Vice Minister, Ministry of Interior, Costa Rica

This session explored the concept, and some practical examples, of “circular migration” as a more flexible approach to meeting human resource and employment needs of developing and developed countries while filling labour gaps to be filled by migration and/or by skills available among diaspora. It looked at how managed forms of return migration can be productive forms of “migration for development” in the country of origin; and what capacities developing countries needed to meet this challenge. It focused on the definition, practical proposals and possible pilot program, and aimed at concrete and actionable measures, also for input to the work of the EU on this subject.

The *background paper* provides a working definition of circular migration that had been agreed among the session team :

*Circular Migration is the fluid movement of people between countries, including temporary or more permanent movement which, when it occurs voluntarily and is linked to the labour needs of countries of origin and destination, can be beneficial to all involved.*

The paper posits that circular migration is at the cutting edge of the migration and development debate, because it combines the interest of highly industrialized countries in meeting labour needs in a flexible and orderly way with the interests of developing countries in accessing richer labour markets, fostering skills transfer and mitigating the risks of brain drain. While there was no single perfect model, there was scope to test some model elements, also to help operationalize the EC’s concept of circular migration in its May 2007 Communication on Circular Migration and Mobility Partnerships between the European Union and Third Countries.

An additional *background paper* offers a circular migration proposal for consideration by potential partner countries, based on Mauritius’ plans for a small-scale circular migration program linked to broader trade and economic reforms. It is a comprehensive package involving commitments and gains for both origin and destination country. It would enable many un- and under-employed workers, particularly women in low skilled sectors, to rapidly build up their skills and capital for savings and reinvestments after return. For the destination country, it would provide a flexible, legal, well-trained labour supply linked to actual demands, better integrated and certain to return. But this requires investment by the country of origin in appropriate structural reforms, training support and reintegration opportunities. In turn, destination countries may need to have more

*“Circular migration” as a more flexible approach to meeting human resource and employment needs of developing and developed countries*

*Circular migration is at the cutting edge of the migration and development debate*

*Rapidly build up their skills and capital for savings and reinvestments after return*

flexible entry, contractual and residence regimes to facilitate circularity.

– *Panel discussion*

Circular migration was described as a new theme that goes to the heart of the work of the GFMD, and is high on the agenda of the European Union. It provides the operational link between migration and development and allows a reconciliation of the agendas of migration policy and development policy. It is a form of migration that can *a)* contribute to development goals by making the most of the human capital represented by migrants and *b)* respond to the needs and constraints of social and economic equilibrium in countries of destination. The recent EC Communication on Circular Migration and Mobility Partnerships had called for consultations and discussion to better define circular migration and its terms of reference, and move from the intellectual to a political concept and ultimately to an operational system. This session was helping to achieve that.

*Move from the intellectual to a political concept and ultimately to an operational system*

What was needed to achieve this was an operational definition; and an understanding that circular migration does not encompass or resolve all forms of migration, and does not exclude other forms of migration. A pilot program could guide governments in the search for a definition. Government-to-government partnerships are likely to offer the best mode of implementing circular migration. Within the EU's political timeframe, it is likely that Europe could test some circular migration programs after major consultations and adoption of a political framework by end of 2007. Two challenges for the EU were to set common terms of reference for circular migration programs (what they should include); and make adjustments to the national and European legal frameworks to permit circularity (e.g. multiple entry residence permits).

The concept of circular migration was discussed, and options offered for possible next steps to make circular migration operational. Circular migration was more dynamic than the temporary migration concept of a single migratory cycle, where workers are expected to return to the country of origin at the end of the cycle. It encompassed both aspiring migrants seeking to work abroad temporarily, and more permanent, established émigrés returning their skills and know-how to the origin country, either temporarily or permanently, while retaining right of residency abroad. Both forms of circular migration tie the migration

closely to development objectives; the skills circulation even potentially helping to attenuate brain drain.

In contrast to earlier guest worker schemes, circular labour migration may guarantee greater temporariness and legality of migration, while flexibly meeting the labour needs of employers in destination countries. Some best practices offered themselves – e.g. seasonal agricultural worker programs. But policy makers both within and between governments needed to adjust their thinking and overcome some lingering scepticism about guest worker schemes. A template was needed for modelling purposes. The Mauritian proposal, which linked human resource development and labour market planning, could help launch a pilot program. The return/circulation of skills under UNDP's TOKTEN or IOM's MIDA programs – which have successfully fostered development-friendly mobility between countries – are other examples of circular migration schemes, which could be evaluated with a view to replicating their activities to raise the overall impact.

*The Migration for Development in Africa program (MIDA)* in the Democratic Republic of Congo (DRC) was identified as a successful way of circulating and returning diaspora skills for development. It is part of a wider Great Lakes program (Rwanda, Burundi, DRC) to draw on diaspora skills to build the capacities of institutions in sectors key for development – education, health and rural development. The program is tied to the priorities identified in the national Poverty Reduction Strategy (PRS) of the DRC, and is supported by Belgium and Germany (59). It fosters a coherent institutional framework to manage project activities, that in turn is helpful for achieving cross-sectoral development goals (60).

It integrates a range of activities including temporary return, permanent return, E-learning, and the publication of information on remittances. The project has established a database containing the profiles of diaspora members in the European Union and Switzerland who are qualified in key development fields. Some 20 % of diaspora members registered in the MIDA Great Lakes database are women.

*Circular labour migration may guarantee greater temporariness and legality of migration*

(59) It is supported as a pilot project by the regional government of the Land of North-Rhine-Westphalia in the Federal Republic of Germany.

(60) Local technical committees within each sector as well as inter-ministerial steering committees coordinate the interests among the ministries concerned and decide upon the list of priority actions within the program.

Drawing on the support from highly qualified and skilled diaspora members (over 60 % have a university degree) legally resident in the European Union and Switzerland (more than 70 % have obtained citizenship of the new country of residence), the program has strengthened the capacities of universities, vocational training facilities, hospitals, public administration as well as private sector companies and organizations. Moreover, the program establishes and deepens the links between individual diaspora members and diaspora organizations on the one hand and the country of origin on the other (61) to foster North-South partnerships between organizations and institutions in the Great Lakes region and Europe (62). In a similar, separate approach, which also calls upon the skills of the diaspora to strengthen local capacities in the health sector, a hospital twinning arrangement has also been launched between the DRC and Belgium.

The majority of returns are temporary, so the program can be seen as truly circular. The MIDA Great Lakes program clearly supports development, but the DRC wishes to increase the sustainability of its results over the longer term. It was recommended to establish a pluri-annual and multi-dimensional program, to assess and then respond to structural labour market problems and long-term human resource needs. This would involve, as a first step, a strategic assessment of human resource and training needs of local institutions and private sector companies over several years. In a second step, targeted training and other skills transfer from diaspora experts could be organized in order to systematically raise the skills level in key development sectors and, as a third final step, adequate and sustainable conditions would be created, to retain local skills and encourage longer-term return of diaspora members currently living and working abroad.

A model for testing circular migration based on the Mauritian situation was discussed. The proposal is to integrate circular migration into the country's multi-year economic reform program – i.e. its broader development agenda – while meeting labour needs in the destination country. It should help mitigate some of the unemployment resulting from the trade liberalization program. Low skilled workers, particularly women, could work abroad for 1-2 years under a government-to-government agreement, increase their income and skills and upon return set

(61) See below, horizontal issues, root causes of migration.

(62) 45 Congolese institutions have been supported through MIDA since 2001.

up small businesses. The origin government would assist with SMEs and other job generation schemes, for which it may need international assistance to strengthen its technical capacities. It has set up a multi-sectoral Empowerment Program involving public and private sector players to manage this, and to train and re-skill the migrants and help them find employment. Mauritius suggests as practical elements of a model to pilot :

a) some analysis of labour needs and supply, and agreement between sending and receiving country of how to match these through migration, also to help define the training needs;

b) agreement framework (e.g. bilateral);

c) a mechanism for training before the migration, on the job and after return;

d) support services during the job (or temporary training) placement;

e) incentives to return and/or circulate;

f) a structure to receive people back and support and mentor their job reintegration, and/or SME start-ups (e.g. the Mauritian Empowerment Program); and

g) monitoring and evaluation mechanisms.

In return, the destination country could offer more flexible entry, re-entry and contractual arrangements (e.g. longer contracts to enable appropriate accumulation of capital), support joint development projects between diaspora and local organizations, and facilitate brain circulation through temporary return visits (63).

There was a cautionary note that circular migration might give new impetus to the migration and development debate, but that it should not become a fashion. Since migration *per se* is not a solution for poverty, circular migration can only be part of a larger program. Temporariness is an important factor, and incentives for return are critical, as are other factors, for reducing the risks to migrants, employers and communities (including good governance); hence the need for government-to-government, bilateral arrangements that clearly spell out the terms and criteria. There remain questions about how circular migration fits within current labour market and immigration priorities of destination countries (e.g. the Netherlands had 5 million unemployed last year, many of them migrants). Within the EU, there are also constraints imposed by the local/EU labour preference provisions. There was also a legacy of past problems with tem-

*In return, the destination country could offer more flexible entry, re-entry and contractual arrangements*

*Since migration per se is not a solution for poverty, circular migration can only be part of a larger program*

(63) See on this paragraph below, horizontal issues, root causes of migration.

porary labour migration and return migration schemes to overcome; and the paradox of assuring temporariness where successful migration may actually encourage people to stay in the destination country.

Despite these challenges, some governments remained interested and curious. One destination government was undertaking a feasibility study of circular migration with a view to possible pilot programs. While there is no “one-size fits all”, a small pilot could be explored, driven by development rather than labour market considerations, and *combining job and training*. That makes it easier to deal with labour market criteria, and with temporariness, and links it tangibly with development. It would also be important, within a government-to-government structure to evaluate the program and its impacts, also to reduce the risk factors for either country.

– *General discussion*

*Unpack the definition and allow for flexible definitions of migration and return*

This focused on the need to unpack the definition and allow for flexible definitions of migration and return, such as virtuous return, and for adequate differentiation from other types of temporary labour migration to better measure its impacts in a disaggregated way. Circular migration would possibly be more palatable to migration policy makers (for legal adjustments) if approached from a development angle rather than a labour market planning one, and if it is piloted as a training-work program. This would also have the advantages of built-in temporariness and assuring skills return to the origin country, while filling labour gaps in the destination country.

*Some immigration countries already have dual citizenship and multiple entry visas to facilitate circularity*

Some immigration countries already have dual citizenship and multiple entry visas to facilitate circularity, and a number of illustrative programs existed, such as seasonal agricultural workers agreements or MIDA or TOKTEN. But the development impacts of these are as yet mostly unknown. And the comprehensively planned approach of the Mauritian model, i.e. jointly linking human resource development, labour and sectoral planning, institutional coherence and migration management, does not seem to exist yet. Participants agreed that circular migration was a more jointly planned “temporary labour migration plus” program than most current labour migration schemes.

MIDA-type programs that foster skills circulation for human resource and sectoral development are small-scale, but growing: in addition to the Great Lakes examples, there are some 11 MIDA programs in developing countries of origin, with considerable



diversification into e.g. E-learning and diaspora skills databases. These are intended to add value to development efforts, particularly by matching them with capacity building in the country of origin. Ethiopia has successfully encouraged many returns of professionals and development investments by them through issuing an ID card to those with other citizenships and offering tax incentives, investment-matching arrangements with the Development Bank and real estate in outlying regions. The impacts are likely to be different from case to case and these need to be assessed.

– *Main observations and findings*

More *circular forms of migration and sustainable return* would enable temporary labour movements to be better linked to the skills and development needs of the source country, and to be factored into the skills requirements of the destination country. Also, the return or circulation of skills and other assets of more permanent migrants can reinforce development efforts in origin countries; while building trust in migration between countries.

*More circular forms of migration and sustainable return would enable temporary labour movements to be better linked to the skills and development needs of the source country, and to be factored into the skills requirements of the destination country*

There is no one-size-fits-all solution, but some common policy elements can be identified, that would foster circular migration and more equal partnerships between origin and destination countries. By agreement, destination countries could make their entry and work permit policies more flexible in return for commitments by origin countries to strengthen the incentives for migrants and their skills to return home, either temporarily or permanently; and to factor multi-sectoral training into their labour emigration planning.

– *Recommendations and proposed actions*

*Circular migration* should be tested concretely as a mutually beneficial policy arrangement between origin and destination countries. More information is needed about the effectiveness of current schemes, with a view to improving them; and the working definition should be sharpened. Pilot projects should be attempted, with proper monitoring in order to assess their effectiveness and relevance. The EU timetable of consultations provides a useful framework for planning follow-up activities. The following actions were agreed during the session :

1. **Hold a workshop on circular migration** prior to the next Forum meeting to lay the groundwork for future partnerships. For action by the European Commission, the initiator,

and Mauritius which is likely to host it. The workshop would use the Mauritian model, and sharpen the definition of circular migration to operationalize the opportunities and benefits it holds for origin and destination country. To be held at the end of 2007 or early 2008, and to be reported on in Manila in 2008.

2. Undertake an **independent assessment of the development impacts of skills circulation models**, such as MIDA (Migration for Development in Africa) and TOKTEN; and assess the feasibility of scaling them up and/or expanding them for greater development impact in the country of origin. This would be discussed with the implementing international organizations; and progress reported at the GFMD meeting in Manila in 2008 by interested governments.

*2.2.2. Roundtable 2 – Remittances and other diaspora resources : increasing their net volume and development impact*

Coordinator : Mr Romeo Matsas, GFMD Taskforce (64)

*Migrants from developing countries transfer money worldwide, North-South and also South*

Migrants from developing countries transfer money worldwide, North-South and also South-South. They can remit part of their earnings to their relatives; invest in business opportunities; or support development projects and philanthropy activities. Beyond remittances, diasporas (65) also carry out various activities – such as exchange of skills, professional capacity building, philanthropy, increasing trade and investment links, etc. which have an important development potential for their country of origin.

*2.2.2.1. Background*

*Remittances and diaspora activities are two closely intertwined issues*

Remittances and diaspora activities are two closely intertwined issues. Given this interlinkage, *this chapter will be slightly different from those of Roundtables 1 and 3, as findings and proposals put forward during some sessions of Roundtable 2 have been more appropriately included in the presentation of other sessions.* Also for this reason, some repetitions may appear in the presentation. It should

(64) This report was written by Romeo Matsas, Coordinator for Roundtable 2, Member of the Taskforce set up by the Belgian Government for the preparation of the first meeting of the Global Forum on Migration and Development. This report would not have been possible without the efforts of the three note takers for the sessions: Mr Tom De Bruyn (Hoger Instituut voor de Arbeid- Katholieke Universiteit Leuven); Ms. Milena Novy-Marx (MacArthur Foundation), Ms. Virginie Vanhaeverbeke (independent researcher) and the reportage of the chief rapporteur of the roundtable, H.E. Prof. Oumar Hammadoun Dicko, Minister of the Malians Abroad and for African Integration, Mali.

(65) For the purpose of the first GFMD meeting, diaspora was defined as “individuals originating from one country, living outside this country, irrespective of their citizenship or nationality, who, individually or collectively, are or could be willing to contribute to the development of this country. Descendants of these individuals are also included in this definition”. See more information in theme 4.

be further noted that, in this chapter, a different terminology will be used as, on the one hand, “sending” and “receiving” countries will relate to remittance flows (“sending” country being the one where the remittance sender is based) and, on the other hand, “home” and “host” countries will relate to diaspora activities (“host” country being the one where the diaspora is based).

It is important to stress that the migrant, the catalyst of both remittances and diaspora activities, is a human being, not an economic unit, and that his/her actions often respond more to personal needs and incentives than to objective economic analysis. **Remittances are private flows** (66), mostly originating from hard-won earnings, which can be a burden on the migrants themselves. This has implications for policy recommendations and actions: remittances cannot be appropriated by governments. Governments should rather design and implement options, incentives and tools – in partnership with other stakeholders – to help reduce the transaction costs of money transfers and create greater options and opportunities to leverage the potential benefits of remittances for development. This can include linking remittances with inclusive financial products and services to increase their positive spill-over effects for the benefit of the migrants, their families, their communities and the country of origin.

While some may assert that remittances should not be discussed alongside official development assistance (ODA) – each has a completely different logic – the roundtable discussions supported the views that, while remittances or other diaspora activities alone cannot foster development (67), they could **work hand in hand** with national development plans or strategies of countries of origin and destination. These can be an additional tool for achieving the Millennium Development Goals and for ensuring sustainable livelihoods in home countries, which would lower out-migration pressure by addressing the root causes of migration. Participants also frequently stressed that :

- **remittances do not diminish the need for ODA and are not an alternative for national economic development efforts and social protection by concerned governments.** Migration and remittances by themselves do not enable any country to escape poverty and the structural problems behind persistence of poverty must be addressed by the national governments; and as **migration is not an alternative to individual or national development**, governments should also

*Remittances are private flows, mostly originating from hard-won earnings, which can be a burden on the migrants themselves*  
*Remittances cannot be appropriated by governments*

*Remittances do not diminish the need for ODA and are not an alternative for national economic development efforts and social protection by concerned governments*

(66) See below, horizontal issues, root causes of migration.

(67) See below, horizontal issues, root causes of migration.

be aware that any support of diaspora members' activities in the country of origin may be interpreted by local populations as an encouragement to migrate. Such a message should be avoided.

*The sessions that the developmental benefits of remittances are conditional upon the broader economic and political context*

Further, it was repeatedly stressed in the sessions that the **developmental benefits of remittances are conditional upon the broader economic and political context** (68). Development can benefit or, in some countries even be harmed by remittances and other diaspora resources in different ways as their impact is not just economic but also social and cultural. They can help increase household investments in education and health, and positively impact gender relations; but they can also create dependency cycles, increase the currency exchange rate, contribute to inflation etc. Development efforts are therefore vital to making remittances work productively, reducing undue dependence on remittances in the long run (as remittances can decline over time) and encouraging diaspora to be involved in their countries of origin.

Even though remittances can also be understood as covering in-kind transfers, or financial transfers to developed countries, the first GFMD meeting only considered remittances as financial transfers to developing countries (69). Despite a lack of precise data, they are today broadly acknowledged as providing an important source of external funding for developing countries and constituting a large share of GDP for some of them. Remittances are also considered to be more stable than other financial flows such as ODA or foreign direct investment (FDI) – and even countercyclical – and are more evenly spread among developing countries than these flows (70).

*Remittances and other diaspora resources as private initiatives that governments should facilitate*

Roundtable 2 looked at remittances and other diaspora resources as private initiatives that governments should facilitate, and whose positive impact on development they should leverage. It adopted the view that reducing remittance costs, if supported by appropriate capacity building both for the financial

(68) See below, horizontal issues, root causes of migration.

(69) Remittances are defined as the sum of workers' remittances, compensation of employees, and migrant transfers, which can be seen as "a cross-border person-to-person payment of relatively low value [which] are typically recurrent payments by migrant workers (e.g. who send money to their families in their home country every month)". This differentiates them from individual or collective philanthropic support to development projects and from investment. A formal transfer is assessed on the basis of "whether or not a regulatory framework is applied to the remittance provider". See sources, definitions and figures in "Basic Fact Sheet on Remittances" in Annex.

(70) The World Bank estimates that recorded remittances to developing countries (i.e. excluding informal flows) reached \$206 billion in 2006, almost two-thirds of foreign direct investment (\$325 billion), and almost twice as large as official aid (\$104 billion) received by these countries. By including unrecorded flows, this figure becomes significantly larger. For more information, see "Basic Fact Sheet on Remittances" in the Annex.

sector and for the remittance sender and recipient, can create incentives for migrants to use formal remittance channels. Improving the formalization of transfers can, in turn, provide options for individual savings, investment or support to local development projects – made by the remittances sender or recipient or by a local entrepreneur – or, at the macro-level, enable access to international financing. Increased formalization of remittance transfers also enables better policy planning for development and for responding to the possible negative impacts of these flows.

Four areas were addressed during the first GFMD meeting :

- Reduction of remittance costs, formalization of transfers and the role of new technologies;
- Options to leverage the development impact of remittances at the micro level and prevent their negative impact;
- Options to leverage the development impact of remittances at the macro level and respond to their negative impact; and
- Partnerships between governments and diasporas to enhance the positive impact of diaspora activities on the development of the country of origin.

These sessions resulted in recommendations and proposed actions, which could require a whole-of-government approach as they impact on several policy areas (capacity building, payment systems, identifying diaspora partners, etc.) and involve a wide range of stakeholders (different parts of local and national governments, central banks, money transfer agencies, commercial banks, rating agencies, micro-finance institutions, migrant associations, international organizations, etc.). While some of these proposals are in the realm of national policy and can be unilaterally implemented, others will require bilateral and/or multilateral action. Where legislation is required, implementation will be over the long term; if not, it can be for the medium or short term.

**A general recommendation that came out of each session was to continue exchanging best practices among Friends of the Forum – which could possibly be done through the GFMD website or the marketplace – as participants strongly felt that the international community is still at a learning-by-doing stage on making remittances work for development.**

*Participants strongly felt that the international community is still at a learning-by-doing stage on making remittances work for development*

*Theme 1 – Improving the formalization of transfers and reducing their cost*

Access to financial service providers, speed, safety and cost of transfers, etc. influence the behaviour of remittances senders. Reducing costs requires increased competition and transparency, taking into account legitimate security concerns, and can be an incentive for using formal channels. Formalization is also a function of efficient payment systems, capacity, financial literacy and awareness of financial institutions on remittances. New technologies offer promising opportunities for these.

Improving the formalization of transfers and reducing their cost was mainly addressed by *Session 2.1*, whose panel comprised :

*Chair* : Mr Diwa Guinigundo, Deputy Governor of the Central Bank of the Philippines

*Speaker* : Mr Marianito D. Roque, Administrator of the Overseas Workers Welfare Administration (OWWA) of the Philippines

*Discussant* : Mr Abdelatif Fezzani, Deputy Director of the DG Europe in the Ministry of Foreign Affairs of Tunisia

*Discussant* : Mr Pedro de Lima, Deputy Economic Adviser at the European Investment Bank

*Rapporteur* : Ms Tamara Zaballa Utrillas, Head of Area at the Multilateral Organizations and EU Unit of the Ministry of Foreign Affairs and Cooperation of Spain

The *background paper* (71) on which this discussion was based covered the following main issues and findings :

**Greater competition** in the remittance market lowers costs. Therefore granting *exclusive licenses* should be avoided – and dismantled where they exist – but *multi-stakeholder partnerships* should be promoted to increase competition and ease the adoption of new, cost-reducing, payment technology. This should be done in full respect of the recommendations of the CPPS/WB report on “*General Principles for International Remittance Services*” (72). Recognizing remittance transfers as a **separate industry** from banking – subject to different operating requirements – can also enhance competition by enabling the entry of more players in the market, taking account of legitimate security concerns.

Governments have an important role to play in facilitating access to **new payment technology** (such as card-based instru-

(71) See Background Paper 2.1 “Improving the formalization of transfers and reducing their cost” in Annex.

(72) Committee on Payment and Settlement System, The World Bank, *General Principles for International Remittance Services*, CPSS Publications No 76, January 2007, 61 pp.

ments, internet remittances, and remittances through mobile phones).

Bilateral or regional **agreements** between sending and receiving countries are necessary to facilitate transfers and reduce their cost. These can cover payment systems or acceptance of migrant identification cards for banking purposes, but governments can also encourage domestic banks to expand abroad.

Information and awareness raising are key elements (73) ranging from: i) the provision of **financial literacy programs** (including pre-departure) to remittances senders and recipients; to ii) the **dissemination of information** on prices of remittance services through embassies, consulates, ethnic and financial media creating transparency and awareness in the market; and iii) **awareness raising** of the financial sector.

Formalization of transfers can also be enhanced by facilitating migrants' access to financial services, by granting basic bank accounts to migrants or by providing migrants with appropriate **identification cards** irrespective of their legal status. Since the latter might in some cases be incompatible with internationally binding provisions protecting refugees and asylum-seekers, more flexible alternatives are to be considered to give all migrants minimal access to banking services, regardless of their legal status in the host country. These should not neglect security concerns related to identification of customers and the fight against money laundering and financing of terrorism.

**Other findings** of the background paper included: relaxing exchange controls; formalizing previously non-formal channels; and granting tax incentives and other preferential privileges to the remittance senders.

#### *– General discussion*

Participants generally acknowledged the positive link between the reduction of remittance costs, improved formalization of transfers and potential development impact (74). They also discussed the “fair price” for remittances, acknowledging that it can vary with the size of the flows, the corridor, foreign exchange commission, etc. taking into account that the use of

*Bilateral or regional agreements between sending and receiving countries are necessary to facilitate transfers and reduce their cost*

*Positive link between the reduction of remittance costs, improved formalization of transfers and potential development impact*

(73) See below, horizontal issues, root causes of migration, human rights and gender.

(74) One example of possibility to leverage remittances for development was given by a presentation of a securitization operation (for more details on securitization, see theme 3). It is worth hereby also noting that securitization can in turn create incentives for more financial players to enter the remittances market and therefore increase competition and reduce costs of transfers.

new technology can bring costs down. It was also stressed that reducing remittance costs will benefit all types of small value transfers, which can also have a further impact on development.

*a) On enhancing competition on the remittances market*

*Achieve a competitive, efficient, transparent, affordable and safe remittances market*

More competition may lower costs but also increase available financial services, bringing them closer to customers, which may in turn increase formalization. Therefore, participants stressed that it is important not to stimulate monopolies within countries, but rather to try and level the playing field to achieve a *competitive, efficient, transparent, affordable and safe remittances market*, taking into account legitimate security requirements. Participants also mentioned the need for *specific regulations* – recognizing money transfer as a separate industry, less stringent than those applying to the banking sector (still giving regard to security concerns) – to enable more actors to enter this market. They further mentioned the need for more research on remittance senders' behaviour and the use of informal channels.

*b) On new technology*

*New technologies can also help enhance existing payment systems*

The use of new technologies (such as the internet, mobile phones, pre-paid cards) can (as already proven in some countries) reduce remittance costs significantly and improve senders' and beneficiaries' access to financial services. They can also facilitate transactions such as remitting only once for multiple beneficiaries on the ground. New technologies can also help enhance existing payment systems. To be put in place in the remittances market, this technology may need public-private partnerships in order to soften costs and enable better access by different actors. Governments should also raise the awareness of relevant actors about this potential and – if necessary with donors – help establish synergies among different actors. Some countries have expressed their interest in further sharing expertise on this, for instance through the GFMD website. The use of this technology will nevertheless also generate concerns about surveillance.

*c) On corridor agreements*

*The cost of transfers has been considerably lowered through agreement between central banks*

Existing examples show that the cost of transfers has been considerably lowered through agreement between central banks, which has also enabled more financial institutions to enter this market, even though major players were reported not to have taken up the initiative. For these corridors to be effective, par-



ticipants stressed the need for efficient payment systems at national level (as not everybody sends money to the capital) and their necessary connection across borders and regions (75). One suggestion made in this regard was to extend the *Single Euro Payments Area* (SEPA) to third countries.

Some governments also encourage domestic commercial banks to open branches abroad, but sometimes meet with little interest from these actors due to anticipated costs and limited profit, as the size of the market is also an incentive to enter the market. The suggestion was made for sending countries to lower the cost of establishing branches in their jurisdiction. Many participants also stressed the alternative solution of the recipient countries' financial actors establishing partnerships with sending countries' domestic banks, which can provide further banking facilities for the remitters. Examples were given of governments helping domestic banks to create partnerships with commercial banks based in remittance-sending countries as well as banks using the receiving country's consular network to set up branches abroad. The case was also mentioned of sending countries' financial institutions having branches in the recipient countries (76).

*d) On financial literacy: incentives, dissemination of information and awareness raising*

Participants acknowledged the usefulness of **financial literacy programs** to familiarize remittance senders and recipients with formal channelling of remittances, savings, investment opportunities, etc. taking into account gender consideration, and, more generally, ensuring that the program is targeted to reach the beneficiaries. These programs empower remittance senders with regard to money transfer operators and the on-the-ground use of money sent.

*Financial literacy programs to familiarize remittance senders and recipients with formal channelling of remittances, savings, investment opportunities*

Examples were given of such programs offered prior to departure in migrants' countries of origin, sometimes in partnership between governments and other stakeholders. Some countries alternatively use their consular network to disseminate information to migrants abroad on the use of formal remittance channels and how to open foreign exchange savings accounts and benefit from tax breaks in the country of origin. Participants stressed that remittances are private money and therefore their allocation should in no way be forced by governments. Invest-

(75) In this regard, it was noted that reduction of costs will benefit all kinds of transfers, not only remittances but also investments where the same limitations may exist.

(76) See below, horizontal issues, root causes of migration, human rights and gender.

ments and savings will rather go where they are the more profitable. In this regard, success stories inspire people. For this reason, some countries have implemented incentives for migrants abroad to use formal mechanisms such as micro-pension schemes or housing savings, while others allow foreign exchange savings in the country of origin. Other options proposed were to encourage payment of salaries into bank accounts, and fiscal incentives in the sending country as a way to promote formalization.

This also raises the issue of capacity of the remittance senders and recipients, as some may not have access to mobile phones or internet and can therefore not take advantage of opportunities offered by new technologies for formalization and cost reduction. More importantly, the situation of the unbanked, being a majority of the world's population, should be considered, since even a zero-cost transaction would not involve them.

Participants also stressed the need for **dissemination of information** to remittance senders and recipients that increases transparency on the remittance market and makes customers cost-aware. All actors have a role to play, including government, bilateral or multilateral donor agencies, private sector, and civil society (NGOs, migrant associations, etc...).

With regard to **raising private sector awareness**, participants mentioned that governments should have this as a clear public policy objective. They should inform financial institutions that may otherwise not be interested in entering the remittance market due to anticipated limited returns. Governments can stress that, even if return by transaction is limited, the number of transactions may be huge. These partnerships can also be part of financial institutions' corporate social responsibility programs. Participants also mentioned the need to encourage partnerships between different remittance actors such as postal services or microfinance institutions to expand geographical coverage and better reach the poor in isolated areas. This should take into account that, in some countries, microfinance institutions (MFIs) may not have the institutional capacities or means to enter the market. Some participants discussed the possibility of exploring potential partnership on the role MFIs could play for the formal channelling of remittances and beyond.

*e) On migrants' identification cards*

Countries of origin using **consular cards** to enable their migrants to access formal banking channels abroad considered this system to be a success and a tool to integrate migrants better in the country of destination. It was suggested that this issue be included in future bilateral (circular) migration agreements. On the other hand, notwithstanding the potential benefits of this system, some migrants such as refugees and asylum-seekers may find it difficult to approach country of origin officials, and many countries of origin do not provide such cards. Further, as these cards are generally for anyone irrespective of his/her legal status, it may encourage employment in the informal market. The discussion did not conclusively exhaust this issue.

*f) Other issues*

Some participants called for more research on remittance sender behaviour and remitting patterns, and data on the real amounts of remittances, as many small formal transfers are not recorded (even though informal transfers can be covered by household questionnaires). Participants also asked for continuous sharing of best practices. An interesting example in this regard is the decision of the 2006 Least Developed Countries conference to create in Benin an international observatory on remittances to promote best practices, monitor anti money-laundering efforts and disseminate information.

*More research on remittance sender behaviour and remitting patterns*

*– Recommendations and proposed actions*

*On the reduction of remittance costs and improvement of their formalization*, participants proposed the following actions to be considered by governments :

1. **Enhance competition** on the remittance market by

- i*) avoiding monopolies and promoting partnerships that enable more actors to enter this market, including through more relative flexibility of regulations for the remittance industry, taking into account the legitimate need for security regulations (fight against money laundering and terrorism financing, etc.); and by
- ii*) engaging with financial institutions to raise their awareness of the relevance of remittances;

2. **Facilitate transfers** by supporting partnership between :

- commercial banks, money transfer operators and micro-finance institutions;

- commercial banks located in sending and receiving countries;
- central banks of sending and recipient countries to enhance payment systems;

**3. Implement financial literacy programs** tailored to the needs of remittance senders and recipients (including in pre-departure programs) and **ensure transparent dissemination of information** on transfer costs;

**4. Promote public/private partnerships for the use of new technologies** to facilitate transfers and reduce costs;

**5. Support research** on remittance senders' behaviour.

*Theme 2 – Increase the micro-impact of remittances on development*

Beyond formalization, specific options, tools and incentives can help remittances benefit their recipients and the wider community in a more sustainable way. These can be linked to the transfers themselves (e.g. micro-pension schemes) or help mobilize savings generated by remittances towards productive investments (made by the migrant, the recipients or a local entrepreneur).

Increasing the micro-impact of remittances on development was mainly addressed by *Session 2.2*, whose panel comprised the following :

*Chair* : Mr Carlos Gonzalez Gutierrez, Executive Director of the Institute of Mexicans outside the Country (IME)

*Speaker* : Mr Arun Kashyap, Advisor, Private Sector Development, Capacity Development Group/Private Sector Division at the UNDP

*Discussant* : Ms Manuela Ramin-Osmundsen, Project Coordinator for International Migration and Development at the Ministry of Foreign Affairs of Norway

*Discussant* : Ms Anne-Françoise Lefevre, Adviser to the Chairman of the Management Committee at the World Savings Banks Institute

*Rapporteur* : Mr Seringe Dieye, Director of Chancery at the Ministry of Foreign Affairs of Senegal

The *background paper* (77) on which the discussion was based covered the following main issues and findings :

Receiving country governments must develop policies and partnerships for creating and implementing **innovative and inclusive financial tools, options and incentives** at local and national levels in partnership with sending country govern-

(77) See Background Paper 2.2 "Increasing the micro impact of remittances on development" in the Annex.

ments, multilateral organizations, private sector, diaspora and other stakeholder, and ensure that these are available to the poor, the rural areas and that they are gender responsive.

Beyond consumption, remittances today mostly support investments in real assets including building schools and clinics, rather than productive investments. This can mirror weak economic governance, limited capacity, poorly developed financial markets and institutions, policy, regulatory and market barriers, and limited access to financial services. The challenge for governments therefore is to strengthen public policies that can catalyze gender responsive innovative financial products and services and create effective and inclusive markets and mechanisms that support the participation of vulnerable population equitably. Governments should create a **level playing field** in terms of incentives and regulations to both banking and non-banking institutions that are engaged in money transfers and establish public-private partnerships to help manage risk and encourage the private sector to enter new markets.

*Create a level playing field in terms of incentives and regulations to both banking and non-banking institutions that are engaged in money transfers*

To achieve this, governments should also address specific **capacity** challenges of these institutions and for remittance senders and recipients (including Home Town Associations) to better meet their needs and demands at the micro and meso level. These programs should take into account the gender aspects of remittances (See below).

Governments can promote policies and practices that attract and use **collective remittances** and support diaspora and Home Town Associations in helping to address social, infrastructure and economic projects within their home country.

Including remittances in the planning of receiving country governments' development objectives (NDPs, PRSPs, etc.) would not only multiply their development potential but also enable governments to mobilize technical support from international organizations and donors to strengthen this linkage. As remittances currently do not appear as a component of national development strategies in countries of origin, more empirical research is needed on effectively leveraging the migration-remittance-development linkages at local and national levels.

*Including remittances in the planning of receiving country governments' development objectives*

*Women have different remitting patterns than men and tend to prioritize different types of consumption, investment and savings*

In this context, due attention should be paid to gender, particularly as women (78) have different remitting patterns than men and tend to prioritize different types of consumption, investment and savings. Governments should **empower women to access productive opportunities as well as capital and financial resources and services and upgrade their skills to effectively manage the additional income and make decisions** to maximize the micro impact of remittances.

– *General discussion*

A first topic addressed during the discussion was the risk that remittances create recipient dependency. In this regard, most participants supported the view that, even though remittances can reduce poverty and increase consumption, development efforts must be sustained to provide the necessary enabling structure for remittances to unfold their full potential. Remittances are private flows (79), whose allocation for development cannot be directed but only “incentivised” through financial options, good business environment, etc.

Related to this is the observation that remittances can improve relatives’ access to health or education. While participants stressed that these should be considered as investments, they also noted that the reason why people allocate part of their remittances to these services rather than to savings or “productive” investment, is sometimes due to the quality gap between public and private education or health services. This is a key development issue, and reminded participants that remittances are not an alternative to national development responsibilities.

While underscoring that the international development community is still at an early learning-by-doing stage of efforts to link remittances and development, participants raised the following issues :

*a) On diversifying the offer of financial services*

Participants discussed how governments should remove barriers to create an efficient and equitable competitive environment for the private sector to create innovative financial instruments to meet the demand from recipients of remittances at the local and national levels. Even though not all migrants and their rel-

*The international development community is still at an early learning-by-doing stage of efforts to link remittances and development*

*Remove barriers to create an efficient and equitable competitive environment for the private sector to create*

(78) See below, horizontal issues, gender.

(79) See below, horizontal issues, root causes of migration and human rights.

atives are expected to become entrepreneurs and investors, access to local financial institutions would also provide them with an opportunity savings which, in principle, could be a source to finance local projects.

*innovative financial instruments*

Beyond issues related to the formalization of transfers discussed above, the role of governments was seen to ensure a stable regulatory and technology-neutral enabling environment that removes market barriers. Public-private partnerships can ensure a smooth transition from informal to formal remittances as well as enhancing access to demand-based inclusive financial products linked to remittances. Without necessarily creating tools itself, government should retain the possibility to intervene and direct the creation of tools when the private sector fails to do so (for instance, when demand is insufficient but the service strategically necessary). Furthermore, governments should motivate the private sector to enter this market by making it a clear objective of public policy, by building confidence and trust among local partners and by creating incentives for multi-stakeholder partnerships. Examples were presented of governments partnering with the private sector for the creation of remittance-related savings plans for housing or life (and burial) insurances and other microfinance products including micro-pensions, savings, micro insurance, etc. Also, governments of both sending and receiving countries should set clear tax regimes, as sending countries' tax regimes can also play a key role in driving remittances through formal channels and even encourage the support of development projects in the receiving countries.

*Public-private partnerships can ensure a smooth transition from informal to formal remittances*

*b) On capacity building and enhancement (80)*

Participants stressed the importance of taking full advantage of exiting practices as well as financial goods and services by strengthening the capacities of remittance senders and/or recipients, as well as of relevant institutions, and improving dissemination of knowledge and information. Human capacities in the financial sector need to be enhanced to ensure a competent network of financial intermediaries, and officials in consulates and embassies have to be trained to provide accurate information on investment opportunities and support to development projects in the home country. Donor countries and agencies can play an important role in this, and some have already undertaken to

*Strengthening the capacities of remittance senders and/or recipients, as well as of relevant institutions*

(80) See below, horizontal issues, root causes of migration and human rights.

raise awareness of receiving countries' relevant players on the potential benefits of remittances for development.

*c) On collective remittances*

Taking into account that remittances are private money, participants discussed how to move from individual to collective investments, which are still limited today. It is necessary for receiving countries to maintain strong links and generate mutual trust between the diaspora and the governments of the home country. Countries of origin consular networks have a role to play, as they know the migrants abroad, and can inform them about opportunities in the home country and enhance their integration in the host country (based on the assumption that they would then be in a better position to help the community of origin) (81). It was argued that, while the experiences of "matching funds" were limited, the model presents a productive cooperative relationship between different levels of governments in the country of origin and with the diaspora as it leverages the efforts of the private sector for development at local levels.

*Countries of origin consular networks have a role to play, as they know the migrants abroad, and can inform them about opportunities in the home country and enhance their integration in the host country*

Two elements were put forward: first, the enhancement (or creation) of intermediary structures for on-the-ground management and coordination of collective investments and, second, the necessity to proceed from private to collective and local to national investments. Another important element is the existence of tax breaks or privileges to support these initiatives both in remittance sending and receiving countries.

*d) On harmonization*

Participants stressed the need to build upon the Paris declaration on development and use of national capacities to make remittances a part of national development strategies. This would also ensure that projects undertaken through external financing are integral components of larger sectoral approaches to development. This would require capacity building, awareness raising and better dissemination of information among the development actors.

(81) For more information on this, see theme 4 "Working with the diaspora for development".



*e) On gender and family relations (82)*

The discussion among participants was largely concurrent with the background paper's findings on the gender aspects of remittances, although it was stressed that private sector financial institutions may encounter some difficulties in developing gender sensitive tools.

Participants further stressed the need to better understand the impact of remittances on children. While children can benefit from better health and access to health and education services, they also suffer because of the deprivation of a close relationship with (one or both) their parents. There is a need to further research this aspect and to develop local services that can eliminate or alleviate the negative impact of migration and remittances on children.

*Better understand the impact of remittances on children*

*f) Other issues*

Participants stressed that remittances are also vital in (*post*) conflict situations or in recovery after natural disasters (83), as they reduce vulnerability, an element which should be better considered by humanitarian actors in relief operations.

They also underscored the contradiction and difficulty in relying on remittances sent by irregular migrants for financing development projects, as their situation is vulnerable in the country of destination, which contradicts the traditional view of the stability of remittance flows.

While some research exists, participants highlighted the need for more research on, first, the necessary incentives and regulatory framework to allow remittances to enhance investments; second, the evolution of remitting patterns over generations, and third, the perception of remittances by sender and recipient. It was emphasized that the research should also be based on on-the-ground activities rather than rest only on theory.

*– Recommendations and proposed actions*

*On the need to ensure positive micro-impacts of remittances on development*, participants proposed the following actions to be considered by governments :

**1. Enable a diversified supply of financial services** (from micro-insurance, micro-pension, etc. to investment opportunities,

(82) See below horizontal issues, gender.

(83) See below horizontal issues, human rights.

etc.) by the private sector for remittance senders and recipients, e.g. through the creation of multi-stakeholder partnerships, while retaining the possibility for governments to intervene as necessary; and ensure full use of the services already existing;

**2. Set up intermediary structures** for on-the-ground management of migrant investments in the country of origin, taking into account the necessary gradual approach from individual to collective, local and national investment;

**3. Provide financial literacy** programs and better information on financial services to remittance senders and recipients;

**4. Support research** on tools and incentives needed for governments to make remittances become investments, as well as on the impact of remittances on the situation of women and on children.

*Theme 3 – Increasing the macro-impact of remittances on development*

Even though remittances are private flows by nature and destination, they also have an impact on macro-economics that can bring potential benefits for development (for instance by improving access to international financing through improvement of credit ratings, securitization, or the issuance of diaspora bonds). On the other hand, facing large incoming financial flows, governments must develop appropriate policies to prevent their possible negative impact on the domestic economy.

Increasing the macro-impact of remittances on development was mainly addressed by *Session 2.3*, whose panel comprised :

*Chair* : H.E. Ms Margarita Escobar, Vice Minister of External Relations of El Salvador

*Speaker* : Mr Dilip Ratha, Senior Economist at the World Bank

*Discussant* : Ms Ayse Elif Talu, from the Department of Remittances of the Central Bank of Turkey

*Discussant* : Mr Marin Molosag, Deputy Governor of National Bank of Moldova

*Rapporteur* : Ms Maria João Azevedo, Head of Division at the International Relations Department at the Banco de Portugal

The *background paper* (84) on which the discussion was based covered the following main issues and findings :

(84) See Background Paper 2.3 “Increasing the macro-impact of remittances on development” in Annex.

**Remittances can increase per capita income levels and reduce poverty** (85). Nevertheless, their impact on long-term growth is inconclusive: they can increase consumption or finance education, health and investment, but on the other hand large outflows of workers can reduce growth. It is also difficult to evidence their growth effect, as their impact on human and physical capital can only be measured over a long time, and it is difficult to establish a correlation between growth and remittances over time. In any case, remittances are more effective in a good policy environment.

*Remittances can increase per capita income levels and reduce poverty*

Large flows of remittances can have negative impacts such as exchange rate appreciation and lower export competitiveness (86). Governments may therefore need to devise policies such as fiscal measures, intervention on foreign exchange markets, etc. to “sterilize” them as a short-term response, but the most appropriate policy response should rather be to adopt longer-term structural reforms to improve labour productivity and national competitiveness, taking into account national development priorities and the respective stage of development of the country.

*Large flows of remittances can have negative impacts such as exchange rate appreciation and lower export competitiveness*

Receiving country governments and financial institutions can leverage remittances to **improve country creditworthiness** and thereby enhance their access to international capital markets for financing infrastructure and other development projects (the indebtedness indicator would increase significantly if remittances were taken into account, something which is generally not done by major international rating agencies). Governments should consequently improve the collection of data on remittances and improve the use of formal flows. Further, although remittances do not belong to the bank, they provide access to foreign currency, and future remittance flows can be used for **securitization** operations (87). This could enable a bank to undertake projects that may have low economic returns but high social impact. Moreover, by establishing a credit history, securitization enhances the ability, and reduces the cost of, accessing

*Receiving country governments and financial institutions can leverage remittances to improve country creditworthiness*

*Future remittance flows can be used for securitization operations*

(85) See below horizontal issues, root causes of migration.

(86) As remittances tend to be relatively stable and persistent over long periods, the background paper stated, the “*Dutch disease*” effect of remittances may be less a concern than those of natural resource windfalls. The term “*Dutch disease*” usually refers to currency appreciation resulting from a large increase in foreign currency inflows, which causes a country’s exports to become uncompetitive in international markets.

(87) It is important to note that a securitization structure does not affect the flow of remittances to the ultimate beneficiaries as a remittance transaction provides the bank with a foreign currency asset while creating an immediate local currency liability. The securitization structure does not absolve the bank of this liability and, further, the amount of bond financing can only be a small fraction of the remittances flowing through the bank.

capital markets in the future. These operations can fund projects that could focus on meeting migrants' needs (such as building housing for returning migrants), which could further create incentives for formal transfers.

*Issuance of diaspora bonds to finance investment in development projects*

Governments and private financial and non-financial institutions in receiving countries can potentially raise funding from the diaspora through the issuance of **diaspora bonds** to finance investment in development projects. These funds can be raised at lower costs, as diaspora may provide a "discount" on such bonds for patriotic reasons and are more familiar with and willing to invest in their home country.

**Donor countries and the international development community** can provide technical assistance to developing countries to help set up the remittance securitization structures and to obtain better credit ratings.

*– General discussion*

*a) On the macro effect of remittances*

*Research nevertheless shows that remittances overall are stable and remain significant over a long period of time*

Participants started discussing a key issue for policy planning, i.e. the fact that remittance flows may decline over time due to economic downturns in migrant host countries or increased integration of migrants in country of destination, for instance. Remittances were also perceived by some participants to be volatile, as they depended on individual decisions. Research nevertheless shows that remittances overall are stable and remain significant over a long period of time – even if their proportion of the migrants' income decreases, the motivation for remitting money changes, and the nature and stability of individual flows change (e.g. when remittances become investments, they are more volatile and pro-cyclical).

Remittances also increase recipient countries' foreign exchange reserves, which can protect countries against financial crisis and facilitate imports. Therefore some recipient countries authorize savings in foreign currency in domestic banks and sometimes specifically use these savings to finance development projects.

*b) On the negative effects of remittances (88).*

While remittances and consumption may drive growth, they can also be detrimental depending on the broader economic con-

(88) See below horizontal issues, gender.

text of the receiving economy. For instance, money used for consumption can, in some countries, mostly purchase imported goods, which limits the contribution to national economic development. This effect – an equivalent of the Dutch disease effect – is another example of what can happen in the absence of adequate infrastructure support to productively link remittances to equitable development. Their positive impact is therefore also conditional upon the existence of a strong domestic private sector.

*Their positive impact is therefore also conditional upon the existence of a strong domestic private sector*

In response to the negative impacts of large remittance flows, participants acknowledged that it was difficult to address the currency appreciation effects of remittances through sterilization techniques over the long-term, as this can be costly and unsustainable. Therefore these should be accompanied by long term structural responses.

*c) On improving country creditworthiness*

A number of examples were presented where countries had improved their credit rating by including remittances in their debt ratio calculations. Improved credit rating gives access to more potential investors (consequently lowering costs due to competition) and enables a country to establish a credit history. It also enhances domestic sub-sovereign actors' ratings. This strategy was particularly recommended for poor countries that have no or low credit rating, yet but have large recorded remittance inflows.

*d) On securitization*

Securitization of future remittances flows was also discussed as a tool for accessing a “cheaper” and reliable source of external financing for development (89) and to establish a credit history for future borrowing. While several countries and financial institutions have already implemented large-scale securitization operations, it is estimated that their potential is larger and could reach up to \$30bn a year worldwide. Some participants expressed their interest in this.

*Tool for accessing a 'cheaper' and reliable source of external financing for development*

Securitization is only possible at the end of the remittances channel, and if the financial institution rating in local currency

(89) By securitizing remittances flows, the foreign currency flows through an off shore special purpose vehicle which alleviates the transferability and convertibility risk for the investor, therefore the rating is usually better than the country ceiling. Further, since the bank receiving remittances is usually rated highly in local currency terms, migrants do not run risk that their bank will go bankrupt and not be able to pay out to the final beneficiary.

terms is higher than the governments'. More importantly, securitization requires the existence of a sound financial sector and the formal channelling of remittance transfers (90). It also requires that financial and other authorities be more familiarized with remittances and their potential development impact. International donors can play a catalytic role, supporting the financial credibility of these operations.

*e) On diaspora bonds*

Diaspora bonds are another tool for developing countries to raise "cheaper" external financing, taking advantage of the diaspora's higher tolerance for foreign exchange risk – therefore lowering the cost of borrowing – to finance socially important development projects with low economic returns such as housing, community projects, etc.

*f) Other issues*

Some participants expressed their interest in further sharing best practices on the aforementioned operations. The different perceptions among remittance sending and receiving countries on remittance outflows were also discussed. As these may represent a loss for sending countries, some governments have tried to limit the amount of money that can be remitted. Participants nevertheless stressed that migrants are not a leak to the sending country economy, as they contribute to its output and spend part of their earnings there. They also stressed that remittances are private money (91), where the final choice of their allocation remains with the migrant. It was nevertheless suggested that future GFMD meetings could address the impact of remittance outflows on sending countries.

*– Recommendations and proposed actions*

*On the need to ensure positive macro-impacts of remittances on development*, participants proposed the following actions to be considered by governments :

**1. Improve remittance statistics** to enable their inclusion in calculations of **country creditworthiness** to facilitate

(90) Securitization success stories can also be an incentive for more financial actors to enter the remittance market and therefore enhance formalization through increased competition in this market.

(91) See below horizontal issues, root causes of migration.

access to international financing that can fund development projects;

2. **Support securitization of future remittance flows** to access international financing that can fund development projects;

3. Promote the issuance of **diaspora bonds** where appropriate to access international financing that can fund development projects;

4. **Redress remittances' possible negative macro-economic impacts** through long term structural solutions rather than short term solutions.

*Theme 4 – Working with the diaspora for development*

As stated by some participants, this session addressed the “remittance of knowledge, skills and know-how”. Diasporas have long been active in the development of their country of origin but the development impact of their activities can be facilitated and enhanced through partnership and coordination with governments. In this regard, governments of both home and host countries face similar challenges in engaging with diasporas, such as identifying interlocutors or defining new tools. The session also addressed questions related to the relationship between diaspora integration in the host country and their capacity to play a role in development.

*The development impact of their activities can be facilitated and enhanced through partnership and coordination with governments*

For the purpose of the first GFMD meeting, diaspora was defined as :

*individuals originating from one country, living outside this country, irrespective of their citizenship or nationality, who, individually or collectively, are or could be willing to contribute to the development of this country. Descendants of these individuals are also included in this definition (92).*

This definition was only intended to facilitate the discussion of the session (93). It should also be noted that it is based on a voluntary approach, i.e. includes those diaspora members who want to be part of it.

(92) This working definition broadened and added to a definition established by an African Union expert group in April 2005.

(93) As the GFMD is an informal non-binding process, this working definition does not involve any commitment from the governments and agencies having participated in the session, nor does it substitute for the usual terminology they may use in their regular practice. In keeping with the focus of the first meeting of the GFMD, the definition should be perceived as global and included in the migration and development context.

Working with the diaspora for development was mainly addressed by *Session 2.4*, whose panel comprised :

*Chair* : H.E. Mr M.S. Puri, Joint Secretary to the Government of India

*Speaker* : Mr Igor Haustrate, Deputy Director General of the Belgian DG for Development Cooperation

*Discussant* : Mr Kaba Sangaré, Technical Counsellor at the Ministry of the Malians Abroad and African Integration

*Discussant* : Mr Chukwu-Emeka Chikizie, Executive Director of the African Foundation for Development (AFFORD)

*Rapporteur* : Ms Maria Ochoa-Llido, Head of the Migration and Roma Department of the Council of Europe

The *background paper* (94) on which the discussion was based covered the following main issues and findings :

Working with diasporas for development is primarily a **question of attitude**, requiring formal recognition of their existence and acknowledging their dual belonging as an opportunity for home and host countries. It also depends on some **basic principles** such as dissociating this partnership from migration management policies; and avoiding a situation where special incentives to diaspora unwittingly encourage local populations to see migration as the only alternative to individual development. Also, to avoid opportunistic or superficial diaspora engagement, it should be remembered that not all diaspora organizations and individuals are development-oriented by nature.

*It also depends on some basic principles such as dissociating this partnership from migration management policies*

*The identification of interlocutors is a key issue for home and host countries*

The **identification of interlocutors** is a key issue for home and host countries. *Home countries'* embassies and consulates can gather information on diaspora and build confidence with them through the provision of specific services and useful information. *Host countries* face a similar challenge of identifying relevant partners to work with in a development context. They should apply criteria of efficiency, as is usually done for other civil society actors, while representativity should not be a key criterion. This is linked to the question of **capacity building** (95), as diaspora involvement in home country development may require strengthening of skills in association or project management, accountancy, local authority management, etc. Also, since partnerships are easier to establish where diaspora networks or platforms already exist, governments may wish to facilitate such *networking* (but not initiate it). This could take the form of web-based diaspora knowledge networks connecting diaspora worldwide.

(94) See background paper 2.4 "Working with the diaspora for development" in Annex.

(95) See below, horizontal issues, root causes of migration.



Home and host countries should **integrate diaspora initiatives into national development planning and poverty reduction strategies** (96), both at national and local level, and **coherence** should be enhanced between government departments, between home and host countries, and between different donor or host countries, especially those harbouring diasporas of the same origin.

*Integrate diaspora initiatives into national development planning and poverty reduction strategies*

Despite inconclusive research, well integrated migrants (97) are considered to be better equipped to play a role in home country development. Conversely, diasporas' involvement in home country development can facilitate integration in the host country. This has implications for access to (dual) citizenship, facilitation of cross border movements, and portability of social rights. Home countries should also create a representation space for their diaspora to interact and build confidence between them.

**Women in diaspora** (98) can play an important role in development, but their potential is often diminished when they are marginalized in diaspora organizations – which can reinforce traditional gender roles – and are sometimes compelled to create their own associations to address women's specific needs and priorities. While diaspora projects may often support the creation of male employment, specific attention should be paid to supporting entrepreneurship by women.

*While diaspora projects may often support the creation of male employment, specific attention should be paid to supporting entrepreneurship by women*

Home countries willing to promote **diaspora entrepreneurship** (99) can provide diasporas with customs/import incentives, access to special economic zones and to foreign currency accounts, and offer them accurate information on investment opportunities through internet and websites or local media. Measures to give access to meso-credit should also be developed for business projects in countries of origin that require more funding than is available through micro-credit, but which is below minimal requirements for normal private sector development assistance.

Host countries should not link their support to diaspora entrepreneurship with any conditionality upon return, but rather enable possible re-migration to their former country of residence with a valid residence permit, and provide for sabbatical leave and portability of social rights.

(96) See below, horizontal issues, root causes of migration.

(97) See below, horizontal issues, root causes of migration.

(98) See below, horizontal issues, gender.

(99) See below, horizontal issues, root causes of migration.

**Ownership** of diaspora activities can occur at three levels : ownership by the country of origin (and consequent integration of diaspora development initiatives into home country development planning), diasporas' autonomy in deciding and prioritizing their development actions, and ownership by the local population to ensure sustainability of the projects.

**Other issues** mentioned in the background paper were : the necessity of assessing the possible replication or extension of previous experiences in matching funds for diaspora projects, and the role of local authorities, which are often key players in diaspora development projects connecting regions in host and home countries.

– *General discussion*

While keeping in mind that some countries do not want any involvement of their diaspora in domestic policies, participants stressed the necessity for home and host countries to acknowledge the potential development benefit of diasporas for their country of origin. As one participant mentioned, diasporas are in the best position to know why they have left the country. This acknowledgement may sometimes take a symbolical form, such as facilitating meetings with home country high level officials when they travel to host countries.

*Diasporas are in the best position to know why they have left the country*

Two further issues were raised in the discussion :

- North and South countries can be both host and home countries of diasporas, and hence there was a need for developing countries to learn about the best practices of developed countries in regard to their nationals abroad; and
- Improving the development impact of diaspora activities should not equate with transforming diaspora networks into mainstream development NGOs, as the motivations may not be the same. Rather, there should be facilitation of existing transnational practices.

*a) On recognition, identification and communication*

Participants took the discussion beyond the identification of diasporas abroad (location, numbers, capacities) to discuss ways to **communicate and maintain links** with them. Several best practices were offered, such as the necessity to train embassies and consulate staff for that purpose, granting of tax breaks facilitating investments or implementation of development projects,

or initiatives to improve education levels in home countries to attract back diaspora children.

In this regard, *home countries* should create communication channels with the diaspora, which can be formal (embassies, consulates, etc.) or informal (media, associations, etc.) taking into account some migrants' mistrust towards home or host country government officials (e.g. because they are undocumented or "live in the fears of the past") and the need to maintain contacts over the generations. These communication channels can take the form of a forum open to all diaspora members, a council of elected representatives, or a web-based network, and some migrant-sending countries organise pre-departure information (100). Notably, some countries link diaspora networks with universities for knowledge sharing.

*Home countries should create communication channels with the diaspora*

Participants also stressed the need for the home country to provide accurate information to diasporas on development opportunities (101) where their financial or intellectual inputs are desired, as the lack of information is often a cause for poor involvement of the diaspora. This also includes the dissemination of such information in the home country, as diaspora often receive this through relatives in the home country.

*Provide accurate information to diasporas on development opportunities*

Home countries should also create "spaces of influence" for the diaspora (See below) to further build their confidence. In this regard, participants stressed the relevance of "matching funds" initiatives, which even though they were sometimes limited, create a dynamic of interaction between home country governments and diaspora.

Participants also discussed the difficulties encountered by *host countries* in working with diaspora, especially when it is limited in scale, and stressed the need for diaspora to be organized on a country-of-origin basis or across diasporas. They also addressed possibilities of partnerships among host countries harbouring diasporas of the same origin and ways of plugging diasporas based in third countries into existing bilateral agreements among host and home countries. These should take account of potential differences among diaspora of the same origin in different host countries. Participants also mentioned the difficulty for host countries to make diaspora activities a priority in development cooperation planning, and the fact that diasporas' motivations may differ from those of development agencies. Diasporas should therefore have closer contact with different ministries.

*Difficulties encountered by host countries in working with diaspora, especially when it is limited in scale*

(100) See below, horizontal issues, root causes of migration, human rights and gender.

(101) See below, horizontal issues, root causes of migration.

*Home and host countries* also face similar challenges such as the political leadership needed to bring policy coherence among donors, governmental agencies and different levels of government to unlock diasporas' potential. There was thus a need to appoint high level senior officials to work with diasporas. Creating a ministry in charge of diasporas in home countries can also facilitate good relations with potential donors.

Finally, participants stressed the necessity to go beyond "national" management of diaspora activities to establish triangular partnerships among diasporas and home and host countries.

*b) On capacity building and networking*

Participants discussed the use of ODA to help diasporas organize themselves in both administrative and representation terms, in parallel with home country efforts to empower communities overseas. They also stressed the home countries' capacity building needs to deal with the complexity of the issue. In this regard, donors may also help home countries devise models for integrating diaspora initiatives into national development strategies (remembering that no one size fits all).

*c) On alignment, harmonization and ownership*

Despite the acknowledgement that diaspora have their own priorities, participants saw the need to align diaspora development activities with local and national development plans in the beneficiary country and donor development cooperation planning, as ownership should link to the fact that co-development policies involving diaspora are based on a request coming from the home country. Diaspora should therefore be consulted in the development planning processes (102).

It is also important to create an interlocutor for the diaspora, who is based in the home country, to ensure that their interventions are in line with local priorities and realities and with other donors' activities. But governments should also avoid placing their projects at risk by fostering the jealousy of local populations through privileges granted to the diaspora.

Participants also called for harmonization among countries hosting diaspora of the same origin.

*Align diaspora development activities with local and national development plans*

(102) See below, horizontal issues, root causes of migration.

*d) On integration*

Participants suggested that governments should look at creating an enabling environment for diaspora to live their transnational experiences (103). They can for example increase their mobility and facilitate their productive activities by creating a level playing field between diasporas and local populations and by ensuring portability of social rights (including the payment of pensions), multiple re-entry visas, dual citizenship, etc.

*Governments should look at creating an enabling environment for diaspora to live their transnational experiences*

Specific attention was also paid to youth and second and third generations, for whom participants stressed that the definition of diaspora should not be interpreted as a hindrance to their full integration in the host country's society. Participants mentioned that, while diaspora involvement in the development of the country of origin can also help their integration in the host countries, specific tools were needed to maintain contact with the new generations, for instance courses in the home country's languages. More research was needed on ways to encourage 2<sup>nd</sup> and 3<sup>rd</sup> generations to be involved in the development of their country of origin and on the links between diaspora integration and involvement in development activities.

*Diaspora involvement in the development of the country of origin can also help their integration in the host countries*

Home countries should also facilitate these transnational experiences, for instance by granting diasporas a "space of influence" which could even extend to voting rights or institutionalized representation in domestic politics. Some participants mentioned the large participation of their diaspora in local elections and the need to organise meetings with high level officials travelling abroad. There was also interest in creating interactive information channels (on-line newspapers or radios for instance, which can be based in home or host countries). Consideration should be given to the appointment of a ministerial level official in charge of diaspora, and the creation of regular meeting places such as fora or councils of nationals abroad. Home country governments can help facilitate diaspora integration in the host country, as a way of strengthening their support to communities of origin (e.g. the recognition of skills, agreements on driving licences, etc.).

*Creating interactive information channels*

*e) On entrepreneurship (104)*

Several examples were given of donors supporting or facilitating diaspora entrepreneurship in the home country. But there was also a focus on "nostalgic trade" in host countries, where

(103) See below, horizontal issues, root causes of migration.

(104) See also below, horizontal issues, root causes of migration.

diaspora can play both the role of consumers and entrepreneurs and become important “non traditional export” partners of the home country. Some home countries facilitate this through their ministry in charge of diaspora, but there appears to be a lack of coherent policy in host countries.

*Necessary conditions should exist in home countries to attract diaspora investments, including local capacity building, rule of law and a conducive business climate*

Participants also stressed that the necessary conditions should exist in home countries to attract diaspora investments, including local capacity building, rule of law and a conducive business climate.

*f) Other issues*

Participants also mentioned the need for host countries to look at what happens at the local level (as diaspora members usually live in cities), to define partnership with the diaspora at national level. They should also look at opportunities for the private sector to support diaspora development activities.

*– Recommendations and proposed actions (105)*

On *partnerships with diasporas* to enhance the development impact of their activities, participants proposed the following actions to be considered by governments :

**1. Identify partners** within the diaspora (numbers, location, skills, etc.) and support diaspora organizations’ organizational and representation capacities;

**2. Establish triangular partnerships** between diasporas, home and host countries and **increase coordination** among different ministerial departments in home and host countries, between home and host countries, as well as between host countries harbouring diaspora of the same origin;

**3. Enhance links between diasporas and countries of origin**, including over generations, through regular dialogue and information channels (formal or informal, political involvement) and provide accurate information to diasporas about development and investment opportunities in countries of origin;

**4. Create an enabling environment for diaspora activities** for instance by providing multiple re-entry visas, dual citizenship, recognition of skills and portability of social welfare;

(105) See below horizontal issues, for 15, 16 and 17, root causes of migration and for 19 root causes of migration.

5. **Enable the consultation of diaspora as well as the coordination** of their interventions with national and local development plans to enhance their sustainability;

6. Further **research** the reciprocal influence between diasporas' **integration** in the host country and their involvement in the development of their country of origin.

*2.2.3. Roundtable 3 – Enhancing policy and institutional coherence and promoting partnerships*

Coordinator : Ms Valérie Van Goethem, GFMD Taskforce (106)

Roundtable 3 discussed ways and means to reinforce policy and institutional coherence in the fields of migration and development and to establish partnerships for that purpose. Three main areas were addressed :

- Latest initiatives and progress for measuring migration and development-related impacts;
- Coherent policy planning and methodology to link migration and development;
- Regional consultative processes on migration, and development : advancing cooperation.

*2.2.3.1. Background*

The idea that migration and development are intertwined and should be addressed within a coherent policy and institutional framework has gained ground in policy circles in recent years. However, while there is growing recognition that the achievement of sustainable development objectives – including the UN Millennium Development Goals – can be supported and reinforced by better integrating the positive effects of migration on development, at the level of policy-making the two areas remain largely unlinked and uncoordinated. One of the biggest challenges facing national and international policy-makers in these fields today is to better understand how consideration for migration – and for the root causes of migration (107) – can be incorporated into policy agendas of both

*At the level of policy-making the two areas remain largely unlinked and uncoordinated*

(106) This report was written by Ms. Valérie Van Goethem, Coordinator of Roundtable 3, Member of the Taskforce set up by the Belgian Government for the preparation of the first meeting of the Global Forum on Migration and Development. This report would not have been possible without the help of the note takers for the sessions: Ms. Isabelle Mazzara (adviser to the Belgian Minister of Interior), Ms. Christine Detaille (First Counsellor, Permanent Representation of Belgium to the UN in New York) and the reportage of the chief rapporteur of the roundtable, Mr Richard Manning.

(107) See Report on horizontal issues below.

developed and developing countries. It is also, in turn, to further understand the conditions under which migration can contribute to improving development, in order to better take development strategies into account when devising migration policies.

Knowledge and understanding of the positive interlinkages between migration and development, as well as awareness about the possible negative linkages and contradicting objectives, is a key condition for integrating migration into development planning processes and for effective decision-making. As underlined by the report of the Global Commission on International Migration (October 2005) :

*In many instances, [government representatives] are confronted with competing priorities and short-term demands from different ministries within government and from different constituencies outside government. Important decisions taken in areas such as development, trade, aid and the labour market are rarely considered in terms of their impact on international migration.*

Enhancing policy and institutional coherence in the fields of migration and development poses a challenge for governance, which the UN Commission on Global Governance (*Our Global Neighbourhood*, 1995) has defined as “the sum of the many ways individuals and institutions, public and private, manage their common affairs. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action taken”. Adequate measures and strategies capable of incorporating perspectives of both developed and developing countries, as well as financial and human resources, are needed to that end. As underlined by the Prime Minister of Belgium during the opening session, the objective proposed by the United Nations that developed countries make concrete efforts towards the target of devoting 0.7% of their Gross National Income to official development assistance to developing countries is of particular relevance in this context (108). However any effort to improve policy coherence in the fields of migration and development will be tied into particular political, social, economic and institutional contexts, whether they are countries of origin, transit or destination, which need to be taken into account.

*Adequate measures and strategies capable of incorporating perspectives of both developed and developing countries, as well as financial and human resources, are needed to that end*

(108) See also above Speech of H.E. Guy Verhofstadt, Prime Minister of Belgium during the plenary session on 10 July and horizontal issues, root causes of migration.



Coherence “begins at home”. Establishing coherence at the level of policy planning is a first step towards coordinating the two policy fields at the level of their implementation. Strengthening coordination at the national level, where various ministries and departments are involved with migration and development-related issues, requires policy-makers to look beyond sectoral boundaries. Migration has to become a key issue in development-relevant policy areas, and in particular needs to be integrated into national development plans and poverty reduction strategies. To that end, consultation mechanisms need to be set up between the different ministries and departments involved, particularly those in charge of development, employment and social affairs, interior/foreign affairs, justice, finance, trade, security and environment. Local authorities and other-than-governmental stakeholders have to be consulted, where appropriate, in the definition and implementation of the proposed strategies and coordination, and cooperation are needed at the regional and international levels, including between Southern countries. The success of all these efforts depends however on better assessing the impacts international migration and development have on each other, and on the tools and methodologies used to that effect. This requires an expanded effort of capacity building to ensure that all countries, especially developing countries, can rely on the necessary institutions, information and resources to attain these objectives.

Yet the economic, social and developmental aspects of migration cannot be dissociated from its human dimension (109). Male and female migrants, as well as migrants who are young and elderly, face different opportunities and vulnerabilities during their migration and acquire different resources (human and financial) that can serve the development of their countries of origin as well as destination.

It is widely assumed that migrants whose rights are respected and protected are best able to make their contribution to the economy of destination countries and to act as agents for development for their countries of origin. The promotion of human rights and, in particular, of the principles of equality and non discrimination constitutes an essential element of the debate on the migration and development nexus. This is also grounded in Article 1 (3) of the Charter of the United Nations. However despite the solidity and robustness of the formal global human rights framework, international human rights treaties are not

*Establishing coherence at the level of policy planning is a first step towards coordinating the two policy fields at the level of their implementation*

*Yet the economic, social and developmental aspects of migration cannot be dissociated from its human dimension*

(109) See below horizontal issues, human rights.

always respected in practice, nor applied in an equitable manner to international migrants.

*Session 3.1 – Measuring Migration and Development Impacts : Latest Initiatives and Progress*

*Chair* : Ms Marjatta Rasi, Under-Secretary of State, Finland

*Speaker* : Dr. Dhananjayan Sriskandarajah, Director of Research Strategy, Institute for Public Policy Research, United Kingdom

*Discussant 1* : Dr. Lester Mejia Solís, Ambassador of Nicaragua to Belgium

*Discussant 2* : Mr Samuel Goagoseb, Permanent Secretary, Ministry for Home Affairs, Namibia

*Discussant 3* : Mr Robertus Rozenburg, European Commission, Deputy Head of Unit, DG DEV

*Rapporteur* : Mr Richard Manning, Chair of the OECD's Development Assistance Committee

Session 3.1 considered the increasing call for better evidence-based policy-making in the areas of migration and development and the corresponding need, for both developing and developed countries and donors, to further understand the interlinkages between development and the migration phenomena, and the impacts that development policies and migration policies have on each other. Collecting data in these fields is indispensable. For a developing country of origin, transit or destination to prepare a development strategy (e.g. a Poverty Reduction Strategy or equivalent) that includes the different aspects of migration and their development impacts, it should have sufficient data on the migration phenomenon and on the impacts migration has on broader societal development, as well as data on development. For a developed country or an international organization implementing its development policy through traditional means of development cooperation as a donor, this type of information and analysis is necessary to prepare migration-sensitive development policies and cooperation activities. Finally, from the point of view of a developed country of transit or destination of migration, it is necessary to have information on the impacts of its migration policies on development in the developing countries of origin, transit or destination. While considerable high-quality analysis exists across the academic and policy worlds on migration and development separately, much work is still needed to develop strengthened evidence-based approaches and functional methodologies capable of better guiding and informing linked decision-making. To achieve this, choices have to be made by policy-makers to prioritize research initiatives. Given its scope

*Much work is still needed to develop strengthened evidence-based approaches and functional methodolo-*

and its state-led character, the GFMD could play a central role in helping researchers identify priorities and coordinate research activities around the world.

As developed in the *background paper* (110), the preparation of Session 3.1 sought to address the following questions :

- What is the overall state-of-play of assessing impacts of development on migration and of migration on development? What are the main success stories and challenges in the generation of credible, comparable information and analysis on the impacts between migration and development? Are there crucial gaps?;
- What is the potential of these initiatives to be utilized in policy planning? For what type of migration analysis is there demand and by whom? Should the needs of policy-makers be more clearly defined?;
- How can we link research/analysis and policy-making more constructively and sustainably? How is analytical information “filtered” so it can be transferred for use by policy-makers? How can access and capacity to utilize impact analyses be ensured?

– *Panel discussion*

Four main questions (the advantages and disadvantages of each of them being detailed in the background paper) that need to be addressed by policy-makers when discussing the issue of measuring migration and development related impacts, were submitted to the participants :

- *What to measure?* Better data and evidence are needed in three areas: (i) on the phenomenon of migration itself (e.g. who migrates, why and where do they migrate etc.); (ii) on the impacts of these movements on labour market, industrial development or innovation in countries of origin, transit and destination; and (iii) on the impacts of current migration and development policies;
- *What to focus on, and how broad or narrow should the focus be?* Until now research has tended to focus on specific aspects of the migration and development picture (e.g. remittances, brain drain, etc.), but there may be an argument for broadening the research to examine the whole set of impacts that migration can cause in terms of development (or *vice versa*);

*gies capable of better guiding and informing linked decision-making*

*What is the overall state-of-play of assessing impacts of development on migration and of migration on development?*

(110) For the Background paper on Session 3.1, see Annex.

- *How to measure?* Initiatives aiming at measuring migration and development related impacts are taking different methodological approaches. Some have attempted to gather new primary evidence on the impacts of migration on development, and *vice versa*, others have attempted to perform analysis on existing data;
- *To measure or to support measurement?* Beside research projects that attempt to measure the impacts themselves, other initiatives attempt to support, in different ways, the measurement of migration and development impacts by others. What is the role of governments, policy-makers in this regard and how could the GFMD contribute to concretely support research capacities and projects in this field?

It is the question of what should be prioritized by policy-makers that the discussants and participants in the session attempted to answer.

*The development of mechanisms capable of generating reliable information on the social and economic impacts of government measures in the field of migration*

The introductory contribution was followed by the interventions of the three discussants. In light of the experience of Nicaragua, a call was made for the development of mechanisms capable of generating reliable information on the social and economic impacts of government measures in the field of migration – especially in terms of human and labour rights protection – both on the migrants abroad and within their community (111). The importance of coordinating the work of international agencies active in the fields of migration and development was stressed, in particular their approach to the root causes of migration (112) and partnerships to improve the usefulness of the data collected. The experience of Namibia demonstrated the importance of enhancing the capacities of institutions dealing with migration issues, especially in the Southern Africa Development Community (SADC) context, and of the need to improve information sharing in these fields. However, according to some the main issue is perhaps not so much the shortage of research on the migration and development nexus, but the need to develop methodologies capable of “digesting” existing information and of translating it into adequate policy strategies.

Three initiatives undertaken by the European Commission could serve to improve the understanding of – and the responses given to – some of the questions posed by the session: (1) the “*migration profiles*” that will be drawn up for every country in

(111) On this issue, see also below, horizontal issues, human rights.

(112) See also below, horizontal issues, root causes of migration.

which migration (South/North or South/South) and/or asylum issues could influence development prospects, and which include information on migratory flows (refugees and economic migrants), as well as on the country's skills needs, skills available in the diaspora and remittances sent home. These profiles produce information which is incorporated into planning documents (Country Strategy Papers); (2) *surveys on workers' remittances* from EU countries to third countries and (3) the establishment of a *network of migration observatories* aiming, in particular, at improving the knowledge of migratory flows, informing potential migrants about the socio-economic situation of the countries of destination and preventing illegal migration (a pilot project is being implemented in Mali).

– *General discussion*

The discussion showed the wide variety of situations faced by developed and developing countries, for some of whom emigration is the dominant issue, while for others transit and immigration problems, including involuntary settlement arising from regional conflict, are also significant. Countries also pursue different development strategies, whose interaction with migration issues varies. Special attention was drawn to the specific situation faced by migrant women, migrant children (113) and low skilled workers, and the need to take them into careful consideration in any proposed research.

However, as underlined by several participants, the first step to retrieving data and producing comparable evidence and methodologies for analysis on the impacts of migration and development is to improve the understanding of the terminology used. The definition of “development”, far from being unequivocal, is particularly critical. Any effort in this area calls for increased capacity building, especially to reinforce analysis and research. Some participants pointed to the poor quality and lack of reliability of most data, statistics and evidence gathered in these fields today and, therefore, to their uselessness as political supports.

On the basis of the report of the session rapporteur, these were the main observations, findings, recommendations and proposed actions for Session 3.1 :

*The first step to retrieving data and producing comparable evidence and methodologies for analysis on the impacts of migration and development is to improve the understanding of the terminology used*

(113) On this issue, see also below horizontal issues, gender.

– *Main observations and findings*

*There is a continued need for research on thematic priorities and for data gathering on the migration and development nexus*

*There is a continued need for research on thematic priorities and for data gathering on the migration and development nexus, and the dissemination and sharing of such data and research, including on the social impact of migration, the propensity to migrate, and to return (114). It is further important to have data disaggregated by gender, age, skills level, profession/sectors etc. Easily accessible and concise policy-oriented research is required and should be made available to policy-makers. It is also necessary to make better use of existing data and encourage relevant international bodies to further enhance their data development efforts in order to devise appropriate policy strategies.*

*There is a need for more active sharing, amongst states, of their experiences related to the migration and development nexus, including through national GFMD focal points, or through online data banks, newsletters etc. Better information on legal, social and otherwise relevant conditions should also be made available to migrants, both before they leave their country of origin and when they arrive in the country of destination (115). A clearer view is needed of current policies of government donors and development agencies and how these actors could more usefully contribute to the debate and action on migration and development.*

– *Recommendations and proposed actions*

There is a need to *support initiatives aimed at gathering policy-relevant data* on migration and development-related impacts and producing analytical information and knowledge to be made available to policy-makers. This will benefit from *new partnerships which identify priority areas* where cooperation and joint action could lead to better results. Such support would signal a serious commitment to examining the impacts of migration on development. The discussion among the participants led to the following proposals :

**1. To support capacity building initiatives** to develop more effective systems for monitoring migrant flows to and from developing countries and better policy planning and provide support to Southern and Northern data gathering institutions. This needs to be developed with the support of the donor community and relevant international organizations;

(114) On this issue, see also below, horizontal issues.

(115) On this issue, see also below, horizontal issues.

2. That the Forum be invited to consider :

- The creation of an **expert working group** of government policy-makers, researchers and civil society from both migration and development communities in order to assess and coordinate research priorities. Key persons would be drawn together and sponsors could help shape the research;
- The development of a **brief report** on key policy lessons drawn from existing research, to be presented in Manila 2008;
- The creation of a **working group** between relevant institutions on better data gathering and sharing.

*Finland*, as chair and coordinator of Session 3.1 of the first GFMD meeting, is willing to continue working on these issues and is looking into the options for how to start implementing the policies and findings, in close cooperation and coordination with other countries and agencies.

*Session 3.2 – Coherent Policy Planning and Methodology to Link Migration and Development*

*Chairs* : Mr Joakim Stymne (State Secretary to the Minister for International Development Cooperation) and Mr Ola Henrikson (Director General for Migration and Asylum Policy), Government of Sweden

*Speaker* : Mr Luca Barbone, Director for Poverty Reduction and Development Effectiveness, the World Bank

*Discussant 1* : Dr. Isaac Mensa-Bonsu, Director, Plan Coordination, National Development Planning Commission, Government of Ghana

*Discussant 2* : Mr Jeff Dayton Johnson, Senior Economist, Coordinator of the OECD Development Centre's Research Activities on Policy Coherence, Organisation for Economic Co-operation and Development

*Rapporteur* : Ms Anita Bundegaard, Former Danish Minister of Development Cooperation

Session 3.2 framed a very “pragmatic” discussion, the objective of which was to focus on *how* governments and agencies have committed themselves and established formal and informal structures to bring migration and development policies and decisions closer to each other in a coherent manner. Policy coherence requires that development policy-makers recognize the importance of migration for achieving desired development outcomes, and that migration policy-makers understand and consider the development impacts of migration policies. It necessitates closer cooperation and coordination between relevant ministries, departments, and/or agencies, but it also implies increasing awareness about divergent, even competing, interests and goals

*Policy coherence requires that development policy-makers recognize the importance of migration for achieving desired development outcomes, and that migration policy-*

*makers understand and consider the development impacts of migration policies*

*The questionnaire was to gather information and provide an overview of national experiences and lessons learned about efforts to promote coherence between migration and development policies*

between policies at national and international levels, as well as finding constructive ways to deal with these. A key goal was to discuss how such a political and institutional infrastructure might be set up.

The *background paper* which served the preparation of Session 3.2, was based on a questionnaire distributed by Sweden and the GFMD Taskforce to all the GFMD focal points in April 2007 (116). The aim of the questionnaire was to gather information and provide an overview of national experiences and lessons learned about efforts to promote coherence between migration and development policies. The background paper attempted *inter alia*: (1) to provide a foundation for a common understanding of coherence between migration and development policies; (2) to describe the importance of policy coherence as it relates specifically to migration and development; (3) to give a brief overview of States' experiences in promoting policy coherence through various mechanisms and/or institutional arrangements; (4) to present a set of concrete recommendations for how to build an institutional infrastructure and create an environment conducive to coherent policy planning between migration and development policy areas at the national level; (5) to propose follow-up action to report on progress made. For the purpose of the session and for the analysis of the responses to the questionnaire, "policy coherence" was defined as follows:

*the systematic development of mutually reinforcing policies and decisions across government departments and agencies, as well as the promotion of synergies between different policy areas of relevance for migration and development, with the aim to maximize the impact on development.*

Session 3.2 sought to address the following questions:

- How can states secure political commitment for policy coherence?;
- Would the promotion of collective decision-making in general, and within the areas of migration and development specifically, be feasible within your government structure? Would this be a way to enhance policy coherence?;
- How can competing interests between policy areas be sorted out?;

(116) Forty-five responses were received as of 15 June 2007, representing States from all regions. For further details, see the background paper on Session 3.2 in Annex.



- Which mechanisms are the most important for promoting policy coherence? Are there others which have not been addressed in this paper?;
- How can consultative processes between involved ministries, departments and agencies be improved? What obstacles to effective consultation remain?

– *Panel discussion*

As underlined at the beginning of the session, promoting coherence between migration and development policies at the national, regional and international levels requires a substantial rethinking of existing institutional set-ups and modes of working to address the current, common segmentation across ministries, institutions and organizations. A key element of reform is finding ways to increase the flow of effective and relevant communication – both formal and informal – among various actors, including ministries, migration authorities and aid agencies. While the theme may appear quite broad, the goal of the session was not to discuss policies per se related to migration and development, or the migration-nexus itself, but to explore the *necessary preconditions* for making migration and development policies coherent at the national level. The discussions focused on the *process* and the kinds of institutional frameworks, mechanisms, cooperation and other factors considered essential for bringing the two policy areas together in ways that maximize positive synergies.

*Substantial rethinking of existing institutional set-ups and modes of working to address the current, common segmentation across ministries, institutions and organizations*

*Explore the necessary preconditions for making migration and development policies coherent at the national level*

The World Bank had produced an overview of the treatment of migration issues in national Poverty Reduction Strategies (PRSs), based on a review of all available PRSs for 53 countries from 2001 until 2007. This highlighted a number of opportunities and possibilities that remain under-used and could be improved. These may be summarized as follows (117):

- *Strengthen the sources of information*: A lack of information severely affects incorporation of migration into PRSs or the design of evidence-based policies (as of 2004, thirteen African countries had not undertaken a census in the previous 10 years, while other censuses contained little information on migration);
- *Better use of country-specific opportunities to address global issues*: Many countries identify narrow sector-specific issues in their PRS (e.g. human trafficking) which could be better

(117) For further details on the presentation by the World Bank see Annex V of the Background paper prepared for Session 3.2 (*The Role of Migration in National Development Strategies: A Review of Poverty Reduction Strategies*).

exploited by the policy community to broaden the role of migration in development;

- *Link internal and international mobility to development*: Countries like Senegal, Nicaragua or those in East Asia explicitly address internal migration in their PRS. In many of the countries with high internal migration there is also a substantial international flow. Development partners could strengthen the discussion of international migration by showing the links between internal mobility and emigration;
- *Invest in institutions – Support an enabling institutional setting*: In many countries, the treatment of migration in PRSs is weakened by the lack of a migration policy “champion” within the national institutional setting, or by the absence of institutional accountability for implementing policy intentions to include migration in development planning. The structures should be in place to ensure that policy intentions are realized in actions that incorporate migration into broader development strategies;
- *Build alliances – Attention to civil society discussions as early warnings*: The governance structure to design and implement migration-and-development policies requires substantial collaboration across agencies, including with civil society groups.

On the basis of Ghana’s experience with policy coherence in the fields of migration and development (118), it can be concluded that there are huge opportunities for developing countries to manage migration for growth and poverty reduction, but that the requisite institutional framework to utilize these opportunities is missing. Should migration be mainstreamed into the existing ministries and departments or should a new independent institution be established specifically to handle migration and development-related issues? To what extent could efforts to mainstream environmental concerns in public policies and institutions serve as examples for mainstreaming migration? To this end, a list of proposals was submitted to the participants. Key factors for their successful implementation are political commitment and resource mobilization, both human and financial. These proposals, linked to the specific institutional context of Ghana, could inspire similar solutions in other national contexts. They can be summarized as follows :

*Key factors for their successful implementation are political commitment and resource mobilization, both human and financial*

(118) For further details on the presentation by Mr Isaac Mensa-Bonsu see Annex IV of the Background paper prepared for Session 3.2 (*Towards an Institutional Framework for Coherent Migration and Development Policy Planning in Developing Countries: the Case of Ghana*).

- *Formation of a national Taskforce* for migration and development to be facilitated by the national focal person with the support of the National Development Planning Commission;
- *National orientation and consensus building* for a vision and strategies involving both state and non-state actors to be facilitated by the national Taskforce;
- *Preparation of national strategies* to manage migration for growth and poverty reduction, with clear policy guidelines and plan of action, including an institutional framework for implementation and clear timelines, to be facilitated by the Taskforce;
- *Implementation of national migration and development action plan* to be facilitated by the Ghana Migration Commission;
- *Integration of national migration strategies and action plan into development frameworks* at the national level to be facilitated by the National Development Planning Commission e.g. Preparation of national 10-year development plan, implementation of the Growth and Poverty Reduction Strategy;
- *Integration of the national migration action plan into sectoral policies and development strategies* to be facilitated by the National Development Planning Commission with the support of the Ghana Migration Commission;
- *Mainstreaming migration and development indicators into existing national frameworks for monitoring and evaluation reporting* to be facilitated by the National Development Planning Commission, Ghana Migration Commission, and the Ministry of Finance and Economic Planning;
- *Regular review of migration policy* with inputs from monitoring and evaluation as well as research outcomes.

Three lessons for successful coherence of policies, can be drawn from the experience of the OECD Development Centre on institutional set-ups. While most of these lessons were drawn from fields other than migration, they could help the discussion on policy and institutional coherence in the areas of migration and development.

Policy coherence should not be conceived of as an end result or a final objective to which all policies are subordinated, but rather as a process largely composed of dialogue among different actors and governments. This process takes place in three ways, and at three levels of intensity :

- *Communication and information-sharing among people in different ministries and agencies* : this is the simplest form of a

policy coherence-promoting process, yet it is absent in many settings;

- *Coordination and negotiation* : policy objectives or the interests of different constituencies can be genuinely in conflict and mechanisms (that may be more or less formal) can be established to arbitrate among these competing interests;
- *Consensus building among the various parts of government* about the ways in which policies should interact and be mutually supportive.

If policy coherence is largely a process of dialogue, then it will be country specific. The kind of process likely to work in one country might not work in another. However it remains extremely useful and instructive to share experiences and practices in these fields.

While much of the debate has focused on the various interactions between policies adopted in OECD countries, it can be just as important to look closely at the coherence of policy decisions taken in low and middle income countries.

– *General discussion*

*Policy coherence on migration and development involves different institutional arrangements, constellations and cooperation mechanisms, depending on national contexts, priorities and resources*

Policy coherence on migration and development involves different institutional arrangements, constellations and cooperation mechanisms, depending on national contexts, priorities and resources. Although there are no simple solutions or tools for successful policy coherence on migration and development, there is evidently a need to discuss these issues further at national and international levels, and to allow States to learn from each others' experiences.

The *UK policy paper* "Moving out of poverty, making migration work better for poor people" (119) adopted in April 2007 explores the links between migration and development, and considers how well managed migration can contribute to poverty reduction. The paper is the result of extensive discussions that predominantly involved the Department for International Development (DFID), the Home Office and the Foreign Commonwealth Office. Many other government departments were also consulted, in recognition of the fact that migration impacts on a broad number of policy areas including trade, labour and environment. The objective of the paper was to present the evidence of how migration can make a positive contribution to

(119) <http://www.dfid.gov.uk/pubs/files/migration-policy.pdf>.

development. The process of developing the paper took a very long time but it helped to identify policy synergies and tensions, e.g. between the approaches of tackling brain drain and recruitment policies in the health sector. It was also useful to reinforce coordination both in and between domestic and foreign policy. In addition, the United Kingdom has established a Migration Impacts Forum to allow for dialogue with key service providers on the wider impacts associated with migration experienced by local areas, and identify and share good practices in managing these impacts (120). Moreover, in devising the points based system for immigration which will be rolled out in 2008, the United Kingdom has created a new body, the Migration Advisory Committee, which will assess labour shortages in the UK economy and advise if and where immigration might sensibly fill these gaps. At the same time, the government has given a commitment to assess the impact of the points based system on development, in an attempt to bring coordination and coherence between its policies.

The *Philippines* have been sending workers abroad for the last four decades, which has enabled them to develop a comprehensive system of governmental intervention at every phase of the migration process: from pre-deployment to on-site protection, return and reintegration. The focus of all these interventions is based on the legal and regulatory structure for deployment, aimed at protection and welfare of the workers, including human and labour rights (121). The challenge now facing the Philippines is to move from the protection framework and welfare programs to a development framework which will not abandon the protection programs but integrate them into the larger development equation. The country is at an intermediate stage of trying to establish the connection between migration and development at the policy and institutional coherence levels. Despite the magnitude of the deployment of Filipino workers abroad and of the remittances sent to the country, responsibility for migration and development is scattered among ministries, and mid-term national development plans do not, for the moment, contain a specific chapter dedicated to the linkages between migration and development.

(120) <http://www.bia.homeoffice.gov.uk/lawandpolicy/migrationimpactsforum/papersand-agendas>.

(121) See also above Roundtable sessions 1.2 and 1.3 as well as below the report on horizontal issues.

Regarding the *Swedish approach to policy coherence*, the entire government shares ownership and responsibility for implementing policy and for attaining the overarching policy goal of *contributing to equitable and sustainable global development*. The Swedish policy is quite clear on *what* to achieve but less clear on *how* to do it. Policy is formulated and designed in the different offices of government. For example, the Minister for Environment is responsible for formulating an environmental policy that integrates developmental aspects, and the Minister for Migration is responsible for the ways in which Swedish migration and asylum policies contribute to equitable and sustainable global development. Yet it is the Minister for Development Cooperation who is responsible for coordinating implementation of the entire policy within Government, but also for ensuring that development cooperation is responsive and supportive to migration, international trade and other issues.

*Coherence on migration and development requires a dialogue, a process, not the subordination of all other areas to international development or migration*

Coherence on migration and development requires a dialogue, a process, not the subordination of all other areas to international development or migration – bearing in mind that many donor countries pursue a policy of not imposing conditions on aid or at least not any new ones. Participants emphasized the need to better understand the multiple root causes of migration (122) before attempting to set up institutional frameworks for policy coherence in these areas. Attention was drawn in particular to the causes of migration related to poverty, inequality, trade, agriculture and environment. The need to include due consideration for human and labour rights, children and family rights, the integration of migrants in destination countries and the gender perspective in any policy coherence strategy were also underlined (123). Participants also stressed the fact that the approach to the migration and development nexus needs to be sustainable in the long term, but that there is a risk that development aid is instrumentalized to control illegal immigration in the short term. They underlined that, given the fact that institutional set-ups will differ from one country to another, it is important to identify the functions that need to be carried out e.g. in labour migration policies. However, the point was also made that before promoting policy and institutional coherence, policies and institutions need to be adopted and established in the first place in countries where they do not exist. For this, capacities need to be built and reinforced.

(122) On this issue, see also below horizontal issues, root causes of migration.

(123) On this issue, see also below horizontal issues.

The following main observations, findings, recommendations and proposed actions were included in the report of the rapporteur for Session 3.2.

– *Main observations and findings*

*There are both synergies and tensions between development policies and migration policies, and there is a need to improve policy coherence in these fields without “instrumentalizing” or subordinating either policy. How this is done needs to reflect the realities and circumstances of each country. However, political impetus is needed in all countries in order for this to happen.*

*Institutional capacity, including mechanisms for cooperation and systematic dialogue, will to a large extent define how well a country can create coherence between its national policies and the roles of various ministries and agencies engaged in migration and development-related issues. Having a “migration and development” focal point within each of the relevant ministries, a “migration and development” budget line, or an inter-ministerial consultative body on migration and development at the central government level could be very helpful first steps towards that end. However, adequate staff, financial and other resources are also necessary.*

*Institutional capacity, including mechanisms for cooperation and systematic dialogue, will to a large extent define how well a country can create coherence between its national policies and the roles of various ministries and agencies*

– *Recommendations and proposed actions*

The outcome of Session 3.2 was to provide a set of recommendations that can serve as general guidelines for any country that wishes to pursue policy coherence between migration and development, but is unsure of which steps or approach to take. Some of the proposals made by participants could be implemented almost immediately, provided that there is the political will to do so. The proposals could be summarized as follows :

Greater intertwining of migration and development policies is required in order to shift the paradigm and make migration work better for development and *vice versa*. There is a need to *ensure continued political commitment* and work towards shared responsibilities between origin and destination countries in promoting and achieving greater policy coherence and a *common view on the mutually beneficial inter-relationship* between migration and development policies. The discussion led to the following proposals :

**1. To include migration concerns in national development planning processes** and in the formulation of country

strategies for bilateral development cooperation (124) including, where relevant, Poverty Reduction Strategies. Consultations for this purpose should be held with civil society actors, including diaspora organizations. A first step towards this end could be the production of a **national policy and action plan on how to promote synergies between migration and development policies and actions**. Working papers on the subject may be useful as a starting point;

2. **To establish formal and informal mechanisms**, adequately resourced, to enable those government officials responsible for migration policies and development policies to communicate and consult with one another on ways to promote synergies between their respective policies and decisions. It is essential that these consultations take place at all levels of government. The following concrete actions were suggested :

- The creation of a focal point specifically for the GFMD has contributed to improved policy consultations on migration and development within many countries. All governments should **maintain and reinforce the GFMD focal points** in order to facilitate further dialogue at national level, as well as networking at the global level between GFMD participating governments. If contact points on migration and development are established in various government departments, they should be regularly in contact with each other at the national level. Focal points should be established at a sufficiently high level of policy making or at least, should regularly report to policy makers;
- The **creation of a working group** to look at good practices and lessons learned in promoting policy coherence within governments, building on the thematic survey undertaken by Sweden in preparation for the first Forum meeting. A follow-up survey could be undertaken before the next GFMD meeting and a subsequent progress report with analysis of the responses;

*Sweden*, as chair and coordinator of Session 3.2 of the first GFMD meeting, is ready to continue to actively work on these issues in the future, together with other countries willing to take the lead of such group. A report from the working group could be presented in Manila next year;

- Developed countries and international organizations should support the **strengthening of capacity building** in devel-

(124) On this issue, see also below horizontal issues, root causes of migration.



oping countries both at the levels of policymaking and of institutional set-up to better address migration and development related impacts. A progress report on this would be useful for the GFMD meetings of 2008 or 2009.

*Session 3.3 – Future of the Global Forum on Migration and Development*

*Chair* : Mr Peter Sutherland, Special Representative of the Secretary-General of the United Nations for International Migration and Development  
*Co-chairs* : H.E. Ms Régine De Clercq, Ambassador for Migration and Asylum Policy, Belgian Executive Director of the Global Forum on Migration and Development H.E. Mr Enrique A. Manalo, Permanent Representative of the Philippines to the United Nations in Geneva

Session 3.3 was chaired by Mr Peter Sutherland, Special Representative of the Secretary-General of the United Nations for International Migration and Development, together with H.E. Ms Régine De Clercq, Ambassador for Migration and Asylum Policy, Belgian Executive Director of the Global Forum on Migration and Development, and H.E. Mr Enrique A. Manalo, Permanent Representative of the Philippines to the United Nations in Geneva. This session was devoted to a discussion on the future of the Forum, and built upon the work of the Geneva *ad hoc* group of States (See above), as well as on the previous discussions of the Friends of the Forum. Given the state-led nature of the Forum, it was indeed considered of utmost importance that governments present in Brussels could discuss, among themselves, the future operating modalities of the process. The session was restricted to heads of delegations of Member States representations. The document entitled *Operational modalities* which is available in annex to the present report reflects the work of the Geneva *ad hoc* group of States and the discussions which took place in session 3.3. These Operating Modalities aim at ensuring sufficient continuity and practical support for the incoming chair(s). However, this document may be assessed and revised, as appropriate, at the GFMD in Manila in 2008.

**Looking forward**, the next GFMD meeting will be organized by the Philippines in Manila in 2008. That meeting may address other aspects of Migration and Development, but will also continue the debate and report on some issues discussed in Brussels, particularly the follow-up actions. Provisional modalities have been agreed upon for continuation of the GFMD process : a *Troika* comprising the past, present and future chairs, a region-

ally balanced Steering Group, the Friends of the Forum, and a Taskforce attached to the Chair-in-Office to organize, administer and report on the actual meeting (See annex for details). A number of elements will be essential to the successful continuation of the Forum, including funding support, ongoing government engagement, and favourable public opinion. The country focal points will be key to achieving these, and should be supported to play stronger roles as conduits to the Forum, coordinators of intra-governmental engagement and vehicles for interaction at the regional level. The network of focal points at the global level should be consolidated for this purpose.

*Session 3.4 – Regional Migration Consultation Processes and Development : Advancing Cooperation*

*Chair* : Mr Kevin O’Sullivan, Director of Immigration Policy, Irish National Immigration Service, Department of Justice, Equality and Law Reform, Ireland

*Speaker* : Ms Michele Klein Solomon, International Organization for Migration, Director, Migration Policy, Research and Communications Department

*Discussant 1* : Dr. Endang Sulistyarningsih, Director of Promotion for Overseas Employment, National Board for Placement and Protection of Overseas Workers, Indonesia

*Discussant 2* : Mr Peter Bosch, Principal Administrator, Immigration and Asylum Unit, Directorate General – Justice, Freedom and Security, European Commission

*Rapporteur* : Mr Vincent Williams, Program Manager of the Southern African Migration Project (SAMP)

Session 3.4 examined how regional consultative processes on migration (RCPs) address, or could address, the opportunities and challenges presented by the links between migration and development, and discussed the factors that facilitate (or impede) the engagement of RCPs on issues relating to migration and development. RCPs are mechanisms that have developed around the world primarily in the last 15 years to address either regional migration patterns or specific migration-related issues, depending on the specific reasons that led to their establishment (e.g. changes in the magnitude or profile of migration flows or policies in a region, political events, etc.). They are usually informal in nature and permit non-binding dialogue between states on migration issues. They address such issues as capacity building and cooperation and the sharing of information, experiences and good practices at the regional level. However, their potential

role in enhancing the contribution of migration to development has been under-utilised.

The *background paper* (125) which served as a basis for the preparation of Session 3.4 drew on a number of sources, including the results of a questionnaire sent by the International Organization for Migration (IOM) to the secretariats of and/or participants in a number of RCPs (126), communications with RCP secretariats and/or participants outside the questionnaire process, certain primary documents of RCPs (where publicly available), the experience of IOM as a supporter of RCPs, and relevant literature on migration management and inter-state cooperation in this area. In addition, a number of partners were associated with the preparation of the session: the Governments of the Netherlands as prior Chair, Ireland as current Chair, and Sweden as incoming Chair of the Inter-Governmental Consultations on Asylum, Refugee and Migration Policies (IGC), the Government of Indonesia, as the most recent host of the Regional Consultative Process on the Management of Overseas Employment and Contractual Labour for Countries of Origins in Asia (Colombo Process), the Southern African Migration Project (SAMP), which together with IOM serves as the secretariat of the Migration Dialogue for Southern Africa (MIDSA), the European Commission, the United Nations Population Fund (UNFPA), the United Nations Conference on Trade and Development (UNCTAD).

The preparation of Session 3.4 was structured around the following key questions:

- What different kind of regional cooperation processes exist with regard to migration and to what extent do they address migration and development?;

(125) For the background paper on Session 3.4, see Annex.

(126) The RCPs receiving the questionnaire included the Intergovernmental Consultations on Asylum, Migration and Refugee Policies (IGC); the Migration Dialogue for Southern Africa (MIDSA); the Ministerial Consultations on Overseas Employment and Contractual Labour for Countries of Origin (Colombo Process); the Bali Ministerial Conference on People Smuggling, Trafficking in Persons and Related Transnational Crime (Bali Process); the Söderköping Process (Cross-border Cooperation Process); the Regional Conference on Migration (RCM or «Puebla Process»); the Migration Dialogue for West Africa (MIDWA); the 5 + 5 Dialogue on Migration in the Western Mediterranean (5 + 5 Dialogue); the Budapest Process; Mediterranean Transit Migration Dialogue (MTM); South American Conference on Migration (SACM) and the Inter-Governmental Asia-Pacific Consultations on Refugees, Displaced Persons and Migrants (APC). Completed questionnaires were received from the first five of these RCPs, the Budapest Process, MTM, SACM and APC; responsive materials (but not questionnaires) were received from RCM and MIDWA; and no response was received from the 5 + 5 Dialogue. Other regional groups on migration exist, of various types; however, it was not feasible to survey each regional group which could be considered an RCP under various definitions. As a result, a judgment was made to send the questionnaire to a selection of RCPs reflecting regional balance and a wide spectrum of topics of discussion, priorities, and organizational structures.

- How are the RCPs structured and organized and what are their principal outcomes?;
- How can the RCPs contribute to the challenge presented by the link between migration and development?;
- To what extent can the cooperation between RCPs and formal regional or global structures be enhanced?;
- How to integrate development considerations into RCPs to serve capacity-building, policy coherence and/or better governance objectives?;
- How can RCPs be linked to the GFMD?

– *Panel discussion*

There are more than 14 RCPs around the world today, but none of them was set up to address migration and development issues. The relationship between RCPs and the migration-and-development nexus raises a number of questions, which relate to: (1) the way migration and development is treated in RCPs; (2) the way RCPs could be called upon to address more systematically the challenges presented by migration and development; (3) the role of RCPs *vis-à-vis* more formal regional cooperation and integration mechanisms and (4) proposals to enhance capacity building, policy coherence and governance specifically on migration and development.

Regarding the way in which RCPs incorporate migration and development into their agendas, the processes can be broadly divided into three categories: (1) those that have the migration and development nexus as a *thematic priority*, either in their founding documents (e.g. SACM, Puebla Process, 5 + 5 Dialogue) or in their agenda or activities (e.g. MIDSA and MIDWA) or by having a specific migration theme central to migration and development (e.g. the Colombo Process which aims at promoting improved labour migration management); (2) those that link migration and development in their policy agenda on an *ad hoc basis*, mostly in the context of dialogue on a particular migration theme, i.e. policy coherence or preparation for the HLD (e.g. The Söderköping Process, the IGC or APC) and; (3) those that focus on specific migration issues and are *not concerned* with the migration and development nexus (e.g. The Budapest Process).

RCPs can potentially play an important role in promoting consultation on migration and development. For example, the questionnaire conducted during the preparation of the session highlighted the fact that where processes are dependent on donor

funding, the priorities of the donor tend to determine the activities of the RCP concerned... In addition, a more solid resource base could help move beyond dialogue to more concrete outcomes. These elements need to be taken into account by potential donors when discussing further inclusion of development considerations into RCP agendas. Similarly, it became evident from the questionnaire that a broader range of ministries represented at RCP meetings than Justice and Home Affairs certainly leads to more development-oriented agendas, and that those processes with high developing-country participation tend to have migration and development on their agenda more regularly. As to the relationship of RCPs with more formal processes, two distinct but complementary perspectives were discernible from the questionnaire: (i) RCPs could gain somewhat greater political stature if they were more linked on a regular basis with some of the formal mechanisms and (ii) RCPs could serve as useful follow-up mechanisms at the regional level for recommendations or agreements that are reached by more formal bodies.

The experience of the Regional Consultative Process on the Management of Overseas Employment and Contractual Labour for Countries of Origin in Asia (Colombo Process (127)) shows that dialogue and cooperation among states involved in labour migration processes are essential if international labour migration is to benefit all the stakeholders, i.e. destination and origin countries, the migrant workers themselves, employers, trade unions, recruitment agencies, and civil society. The improved management of labour migration includes the protection of, and provision of services to, migrant workers, optimizing the benefits of organized labour as well as capacity-building and data collection to meet labour migration challenges and inter-state cooperation on labour migration issues. In this sense, the main issues addressed by the Colombo Process have development implications for sending countries.

However, in considering how to make the current system better, three widely shared principles need to be kept in mind. First, government policies, even if they do not work perfectly, *do* make a difference in terms of the numbers of immigrants arriving in host countries, the means they use to undertake their journey, how they are treated within the country, whether they return or stay, what they earn and the skills they obtain during their stay. Second, the overall economic benefits of moving

(127) A dedicated website was launched in April 2007 for the Colombo Process: [www.colomboprocess.org](http://www.colomboprocess.org). On this issue, see also above Horizontal issues, Human rights.

workers over borders are positive, as individual migrants (and their families) and their employers are better off and global GDP rises as more workers have higher earnings. Third, it is best for everyone if labour migration is managed in a legal and orderly way (See also Roundtable session 1.2). The question now is how to develop policies that meet the interests of the parties directly concerned: migrants, governments and employers, while satisfying the needs of migrant-sending and migrant-receiving countries. Regional and international Consultative Processes, such as the Colombo Process and the GFMD provide an important platform from which to develop coordinated responses to these challenges.

The perspectives of the European Commission and of the European Union, as formal cooperation and integration structures distinct from RCPs, are of particular interest in this context. While reinforcing dialogues and partnerships for effective migration policies – and the support of dialogues and partnerships – between countries is important, especially at the regional level, it is just as necessary to ensure that these various processes are connected to one another, to avoid a dilution of their achievements. What is required is to look at existing international fora where migration-related issues are already on the agenda, or should be, in order to perform a so-called “strategic agenda survey for migration-related frameworks”. There might be a role for international organizations here. There is also a need to clearly define and differentiate the role of these formal and informal mechanisms. This is particularly relevant in the context of the Rabat (July 2006) and Tripoli (November 2006) conferences on migration and development and other RCPs in the region. To achieve concrete results in these fields, there should be both engagement at ministerial and senior policy levels and involvement of experts, especially from the private sector and the business community. Reinforcing bilateral cooperation is also required to that end.

– *General discussion*

During the general discussion, a number of participants highlighted the fact that there is not always a need to broaden the agenda of RCPs in order to include migration and development concerns. Some RCPs have been established to discuss very specific migration-related issues, and broadening their agenda to include development considerations would not systematically be desirable or of any added value. Policy coherence in this field

implies having a clear set of defined objectives, and given the state-led nature of RCPs and the fact that state-ownership of these processes is essential, the inclusion of any new thematic issue in the agenda requires the agreement and the willingness of all the states concerned.

It is desirable to strengthen the linkages between RCPs and formal processes, but in doing so the informal nature of RCPs should not be undermined. Linking up with formal processes is not a one-way process. Formal processes need to approach RCPs and encourage them to take on some role in the implementation of their decisions. In doing so, RCPs are not intended to substitute for formal processes but to complement them, and the respective roles of formal and informal processes need to be clearly defined.

There are also processes that are not formally established, but that could be equally valuable in engendering discussions about migration and development. Attempts should be made to identify where such processes exist and to provide them with appropriate support. What would be of particular interest is to draw some lessons learned from particular RCPs in order to identify those points and initiatives that could be generalized. It is important to avoid any duplication, or reinvent linkages between the various fora where they already exist, and instead to focus on finding ways of integrating migration and development into existing structures. Building and reinforcing capacities is therefore essential, and adequate funding mechanisms are required to that end. Concerning the proposed evaluation of RCPs, the discussion showed that rather than seeing evaluations or assessments as a way of judging the effectiveness of RCPs, they could be used as a means to strengthen the role of RCPs in terms of migration and development, and to develop consistency between the different regional processes.

On the basis of the report of the rapporteur, these were the main observations, findings, recommendations and proposed actions for Session 3.4 :

*– Main observations and findings*

*It is recognized that regional consultative processes (RCPs) could play a role in enhancing the contribution of migration to development but there is a need to strengthen and support such a role. Closer linkages between RCPs and formal regional gov-*

ernmental processes and regular information exchange between RCPs and the GFMD should be encouraged.

– *Recommendations and proposed actions*

Given the state-led nature of RCPs, any decisions regarding the activities of RCPs need to be taken by participating governments. *Greater integration of development considerations into the agenda of RCPs* can be implemented, in particular, through the following measures (it is however clear that not all the proposals mentioned here can be applied to all RCPs):

1. To **promote greater sharing of information** about activities and achievements of RCPs in the fields of migration and development. This could be achieved for instance through:

– *Regular meetings for greater cross-fertilization between RCPs*

The question remains whether it would be preferable that this cross-fertilization among RCPs remain informal and organized on an *ad hoc* basis, or whether it would be better to set up formal consultations and regularly scheduled interactions;

– *A common database on good practices on migration and development from the RCPs and a website*

Participants highlighted the importance of adopting a proactive approach in this field. Collecting all the findings, recommendations and projects statically on a website is not sufficient to ensure effective communication of the information. There is a need to find ways to actually get the information to those that need it. Active mailing and regular update of the achievements of RCPs listed on the website could constitute a useful first step in that direction;

– *An RCP newsletter that goes through them and focuses on migration and development issues;*

2. To **encourage a more systematic evaluation of RCPs' achievements and impacts** in the fields of migration and development, especially in the field of capacity building, in order to promote a better understanding of the contribution of RCPs to managing migration for development. The participants of the first meeting of the Forum are invited to identify who could be in charge of organizing such assessments.

These surveys would be non-binding but could lead to the formulation of recommendations for capacity building. They could include all government respondents and be conducted on a more regular basis and in greater depth to promote a better understanding of the contribution of RCPs to managing migration for



development. However, participants highlighted the need not to proceed too quickly to assessments of the achievements and impacts of RCPs, given the fact that most of these processes are still recent and need more time to develop effectively. They could most usefully be pursued as a means to identify areas for strengthening activities;

**3. To encourage the involvement of government departments and agencies** of developing and developed country governments (and where appropriate, non-governmental actors) **responsible for development in RCP meetings and projects as appropriate.**

While the initiative to promote policy coherence has to come from national governments, RCPs can support these efforts by also involving government departments and agencies responsible for development and by facilitating intra-governmental information sharing through appropriate dissemination strategies (e.g. cross-departmental email list);

**4. To reinforce donor support for migration and development-related activities of RCPs**, especially in regions of high migration and development interest to the donor community (e.g. MIDSA and MIDWA in Africa);

**5. To promote more links between RCPs and other regional fora, formal and informal, as appropriate** (e.g. regional trade and integration regimes). States may consider further developing links between RCPs and inter-regional political level dialogue in part to provide a mechanism for follow-up on political level commitments at a more technical level. The nature of linkages between RCPs and inter-regional political level dialogues, as well as the level of participation, should be decided by RCPs' member states, since RCPs are government-led, non-binding and information-sharing informal processes. This is fundamental both for the ownership of states that are concerned as well as for the development issue;

**6. To establish new RCP's in developing regions where they are absent** (e.g. in Central and Eastern Africa). These new RCPs could be linked to existing fora, such as regional trade organizations. However there is a need for information on organizational and structural aspects of RCPs to the concerned states to start off the process of RCP;

**7. To ensure a sustainable two-way information flow between RCPs and the GFMD**, for example :

RCPs could complement the activities of the GFMD by providing a testing and dissemination ground for new ideas that the GFMD produces in relevant areas. GFMD results could be brought back to the RCPs for their consideration and possible integration in their work plans/agendas. A sustainable two-way information flow between RCPs and the GFMD could be encouraged, for example :

- by undertaking regular surveys of RCPs from a migration and development perspective. This would provide an opportunity for RCPs to highlight some of their good practices in the field and feed their achievements into the GFMD, while the issues/points which are highlighted at the GFMD could be included in the next survey;
- by creating a network of GFMD focal points in different RCPs to support this exchange and consult them on best practices before organizing the next forum.

### 2.3. – *Horizontal issues*

Coordinator: Ms Véronique de Ryckere, GFMD Taskforce (128)

As mentioned above, the program of the governmental part of the first GFMD meeting was based on the results of the global survey conducted by the Belgian GFMD Taskforce in November 2006 (129). In this questionnaire, a number of states suggested that root causes of migration, human rights and gender also be examined in the framework of the GFMD meeting. In particular, Human rights (130) and the root causes of migration (131) respectively ranked fourth and seventh in the list of priorities

(128) This report was written by Véronique de Ryckere, Coordinator for horizontal issues, Member of the Taskforce set up by the Belgian Government for the preparation of the first meeting of the Global Forum on Migration and Development. This report would not have been possible without the reportage of the general rapporteur on horizontal issues, Mr Jozef De Witte Director of the Centre for Equal Opportunities and Opposition to Racism and the assistance of the following persons: Mr Lanssine Coulibaly (GFMD Taskforce), Ms. Frédérique Fastré (*Attaché*, Institute for the Equality of Women and Men), Mr Henri Goldman (Head of the Migrations Department, Centre for Equal Opportunities and Opposition to Racism), Ms. Julie Lejeune and Mr Wouter Nachtergaele (Observatory for Migrations, Centre for Equal Opportunities and Opposition to Racism), Mr John Slocum (Director, Migration and Human Mobility, Mac Arthur Foundation) and from the Belgian Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation, Mr Jean-Claude Couvreur (Advisor, Asylum, Immigration and Fight against Human Trade Unit), Ms. Kathlijn De Nijs (*Attachée*, Directorate for United Nations) et Mme Josefien Van Damme (*Attachée*, Directorate for United Nations).

(129) See above Preparatory process.

(130) November 2006 questionnaire, item 4: “The situation of migrants: human rights especially rights of women and children, working conditions, informal economy etc.”

(131) November 2006 questionnaire, item 7, “Ways and means to address certain development related root causes of migration”.

identified by the governments. Similar requests were voiced at the Friends of the Forum and other meetings. It was therefore agreed among the Friends of the Forum that these issues would be examined in a horizontal manner throughout the sessions of the first GFMD meeting. All or some of them could remain under consideration and/or be more extensively addressed in future meetings of the GFMD.

A number of individuals and organisations were associated with the preparation and the discussion of these themes. The Centre for Equal Opportunities and Opposition to Racism (Belgium) contributed to the reflections of the Taskforce and its Director General, Mr Jozef De Witte was the general rapporteur on the horizontal issues. Notable for their contributions and/or presence at the discussion of these issues were the International Labour Organization (ILO), the International Organization for Migration (IOM), the International Research and Training Institute for the Advancement of Women (INSTRAW), the Office of the High Commissioner for Human Rights (OHCHR), the UN Division for the Advancement of Women (DAW) and the UN Development Fund for Women (UNIFEM). During the meeting, the general rapporteur was assisted by the (Belgian) Institute for the Equality of Women and Men and a drafting committee composed of Ms Mazal Renford, expert of the delegation of Israel and Director of the Golda Meir Mount Carmel International Training Centre (MCTC) and Mr Igor Haustrate, Deputy Director-General for Development Cooperation of the Belgian Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation.

The following report has been prepared on the basis of the interventions and discussions among participants which took place on 10 and 11 July 2007. It reflects the reports by the sessions and horizontal issues note-takers and rapporteurs, as well as the roundtable and horizontal issues general rapporteurs. It also echoes elements of the background papers.

### *2.3.1. Root causes of migration*

#### *2.3.1.1. Background and main observations*

**Root causes of migration** are diverse and complex. They are not all sources of concern, but those that are, generally relate to major economic, demographic and social disparities. They range from extreme poverty to unemployment, institutional weakness, political instability, insecurity and conflict, undemo-

*These conditions in countries of origin often result in a lack of development prospects for which migration is too often considered to be the only alternative*

cratic regimes and non-respect of human rights, ineffective health systems, non-profitable agriculture, climate change and environmental degradation or disasters. These conditions in countries of origin often result in a **lack of development prospects** for which migration is too often considered to be the only alternative. As a result, migration frequently becomes a survival strategy for the individual, his or her family and community. These unfavourable conditions have an impact, not only on the migrants' decision to migrate, but also on the decision to return to their country of origin. However, potential migrants often lack information (132) on many aspects of migration including costs, conditions during the travel and in destination countries as well as real prospects in these countries. Migrants and their families also often lack financial literacy (133). These factors may not directly cause migration, but can influence the decision to migrate and cause it to be a less helpful or productive form of migration.

*Migration is not the sole or primary cause of lack of development*

It was also recognized that **migration is not the sole or primary cause of lack of development**, even though it is often blamed for negative outcomes (e.g. brain drain in the health systems of some countries of origin). Dysfunctional services in key sectors such as health and education are caused more by poor human resource development and poor development policies than by migration (134).

*Migrants can help alleviate the root causes of migration and notably increase income levels and reduce poverty*

**Migrants contribute to the development** of both host and home countries. While remittances and other diaspora activities alone cannot foster development and cannot be appropriated by governments (135), migrants **can help alleviate the root causes of migration** and notably increase income levels and reduce poverty (136) by reducing pressures on labour markets and bringing development returns through remittances, transfer of skills and knowledge acquired during migration, and through investments by expatriate communities. Migrants' contributions can also create employment and career opportunities, which in turn offer the possibility to some members of their community to remain in the country of origin. Remittances are also vital in post-conflict situations or for recovery after natural disasters (137). However, the development benefits of migrants' con-

(132) See above Roundtable 2, themes 1 and 2.

(133) See above Roundtable 1, sessions 1.2 and 1.3.

(134) See above Roundtable 1, session 1.1 and the background paper.

(135) See above Roundtable 2, theme 2.

(136) See above Roundtable 2, themes 2 and 3, and the background papers.

(137) See above Roundtable 2, theme 2.

tributions are conditional on the broader economic and political context. Depending on this context, remittances can actually be detrimental (138) and create dependency cycles, increase the currency exchange rate or contribute to inflation.

Lastly, while it is widely assumed that the **development contribution of migrants** is closely linked to the **protection of their rights** (139) as well as their **integration** (140) in host countries, further research regarding the latter aspect would be valuable.

### 2.3.1.2. *Policy directions and recommendations*

Governments, where appropriate in cooperation with non-state actors, are invited to :

1. Create the environment enabling international migration to occur **by choice rather than out of necessity**. Indeed migration cannot be considered to be a solution to a lack of development. The following possible actions were proposed :

– *Address the root causes of migration*. This implies :

- a greater coherence at national and international levels of policies and decisions which have an impact on the development of migrants' countries of origin in order to enhance their positive effects and ensure that these countries benefit more from the advantages and benefits of globalization. This can be done by taking into account the effects of other policies notably trade, labour and, precisely, migration policies on development. Participants cited in particular agriculture and the need for reduction of export subsidies or customs duties (141);

- that development policies, particularly those focused on the achievement of the Millennium Development Goals, concentrate on the root causes of migration. In some instances, development efforts could also target areas with strong prospects of migration out-flows. They could be directed towards specific needs such as some causes – and even consequences – of brain drain (142) in critical sectors such as health and education and aim at the creation of jobs and the improvement of career development. More generally, those efforts could also focus on sectoral development in underprivileged regions. Such decisions should be made on a

*Create the environment enabling international migration to occur by choice rather than out of necessity*

*Development policies, particularly those focused on the achievement of the Millennium Development Goals, concentrate on the root causes of migration*

(138) See above Roundtable 2, theme 3.

(139) See above Roundtable 1, sessions 1.2 and 1.3 and the background papers and Roundtable 3, Introductory note and Session 3.2. See also below Human rights.

(140) See above Roundtable 2, theme 4 and Plenary session on 10 July 2007.

(141) See above Roundtable 3, session 3.2.

(142) See above Roundtable 1, session 1.1 and the background paper.

case-by-case basis, taking account of the specificities of each situation in order to avoid any “instrumentalisation” of development policies for the purpose of management of migration (143);

- that developed countries work towards the target of bringing official development assistance to 0.7% of the gross national income (144) of developed countries, to contribute to more equitable distribution of wealth (145);

- to create in countries of origin an enabling environment for development, in particular through good governance, employment-generation strategies, and reinforcement of health systems, with an accent on human resources and the fight against some illnesses such as HIV/AIDS (146).

- provide *information* (147) *in countries of origin to potential migrants*, notably on the costs and conditions of migration as well as on their real prospects in destination countries, to ensure a well informed choice. This should be complemented with information *in countries of destination* for those who have made the choice to migrate (148);

*Optimize migrants' contributions to development*

**2. Optimize migrants' contributions to development,** notably through :

- *integrating*, where relevant, *migrants' contributions into national development strategies of countries of origin* (149) – while preserving their free choice to engage in development-related activities (150) – and *consulting* them on these strategies;

- *enhancing links and partnerships among diasporas, countries of origin* (151) (authorities and local population) *and host coun-*

(143) See above Roundtable 3, session 3.2 and the background paper.

(144) The 0.7% target refers to the repeated commitment of the world's governments to devote 0.7% of rich-countries' gross national income to Official Development Assistance (ODA). The 0.7% target for aid was based on the report of the 1969 Pearson Commission, entitled 'Partners in Development'. This report was taken on by the OECD and the 0.7% target was mentioned on 24 October 1970 by the UN General Assembly in Resolution 2626 (XXV). Since then this target has been reaffirmed over the years, notably at the March 2002 International Conference on Financing for Development in Monterrey, Mexico and at the World Summit on Sustainable Development held in Johannesburg later that year. In Paragraph 42 of the Monterrey Consensus, world leaders reiterated their commitment and “urge(d) developed countries that have not done so to make concrete efforts towards the target of 0.7 percent of gross national product (GNP) as ODA to developing countries.”

(145) See above Roundtable 3, introductory note and Speech of H.E. Guy Verhofstadt, Prime Minister of Belgium.

(146) See above Roundtable 1, session 1.1 and the background paper.

(147) See above Roundtable 1, sessions 1.2 and 1.3 and Roundtable 3, session 3.1.

(148) See above Roundtable 2, theme 4 and Roundtable 3, session 3.1.

(149) See above Roundtable 2, theme 4 and Roundtable 3, session 3.2. on the consultation with diaspora on national development process.

(150) See above Roundtable 2, background, themes 1 and 2, where it is highlighted on several occasions that remittances are private flows. See also above Roundtable 3, session 3.2.

(151) See also MIDA program, Roundtable 1, session 1.4.

*tries* (152) by promoting dialogue, political participation, the creation of institutions such as a government department for nationals abroad and regular information channels (Internet, etc.) ensuring notably information of diasporas about business and investment opportunities in countries of origin;

- creating an *enabling environment for diasporas to live and operate transnationally* (153) by increasing their mobility (154) and fostering *integration and protection of migrants* (155) in countries of destination notably through allowing for longer term (labour) contractual arrangement (156), ensuring portability of social rights, issuing multiple entry visas, granting longer term residence permits (157), allowing dual citizenship and facilitating access to formal systems of financial transfers by giving minimal access to banking services to all migrants including undocumented ones (158);
- *facilitating migrants' productive activities and promoting their entrepreneurship* (159) by increasing their skills and capacity through training in project management, accountancy, local authority management, financial literacy and language training. Migrants' awareness should also be raised on financial matters such as the costs of remittances. It is equally important to ensure capacity development and better information of financial intermediaries and officials in consulates and embassies to ensure the provision of accurate information on investment opportunities and the necessary support to development projects in countries of origin. Finally, customs/import incentives, access to special economic zones and to foreign currency accounts are other ways of promoting migrants' entrepreneurship;

**3. Undertake further research on the root causes of migration** (160) and the types of migratory flows caused. Disaggregated data on sex and age will help policy makers to better

*Undertake further research on the root causes of migration*

(152) See above Roundtable 2, theme 4.

(153) See above Roundtable 2, theme 4, discussions and session 2.4, background paper.

(154) See above the circular migration discussion in Roundtable 1, session 1.4, and the background paper.

(155) See notably above Roundtable 2 theme 4, Roundtable 3, session 3.2, discussion, see also above Opening plenary session and below Human rights.

(156) See above Roundtable 1, session 1.4.

(157) Longer term residence and possibility of return to the host country have also been cited as incentives for temporariness of migration.

(158) See above Roundtable 2, theme 1.

(159) See above Roundtable 1, session 1.4, and the background paper. See also above Roundtable 2, themes 1, 2 and 4, and below Human Rights.

(160) See above Roundtable 3, session 3.2: "Participants emphasized the need to better understand the multiple root causes of migration before attempting to set up institutional frameworks for policy coherence in these areas".

*and the types of migratory flows caused*

analyze and measure the impact of migration on development and to design policies that meet the expectations and needs of diasporas and their families in countries of origin. Further research would also be valuable to lay out the conditions for the existence of any positive, negative or neutral **correlation between integration of migrants in destination countries and their capacity to help redress in home countries some of the negative development-related conditions that cause migration** (161).

### 2.3.2. *Human rights* (162)

#### 2.3.2.1. *Background and main observations*

In the light of article 1 (3) of the Charter of the United Nations mentioning the willingness “to achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion”, the **human dimension** of migration cannot be dissociated from its economic, social, political and developmental aspects.

*Existing international human and labour rights instruments are the backdrop for the debate on migration and development*

Existing international **human and labour rights instruments** are the **backdrop for the debate** on migration and development. Migrants are human beings and have rights as well as obligations, which must be respected. The promotion of human rights and, in particular, of the principles of **equality and non-discrimination**, are essential elements of the migration and development context. While the full realization of a number of these rights may be achieved progressively, depending on the available resources of each State, steps towards that goal must be taken within a reasonably short time. They should be deliberate, concrete and targeted as clearly as possible towards the achievement of these rights (163).

*The development contribution of migrants is closely linked to the protection of their rights*

It is widely understood that the **development contribution of migrants is closely linked to the protection** of their rights (164) as it is assumed that migrants whose rights are respected are best able to develop their potential, make their

(161) See above Roundtable 2, theme 4.

(162) The analysis on human rights spontaneously encompassed the issue of labour rights of migrants, notably because of the discussions related to labour migration.

(163) See above Roundtable 3, Background and the introductory note to the background papers.

(164) See above Roundtable sessions 1.2 and 1.3 and Roundtable 3, introductory note. See also above Root causes of migration.



contribution to the economy of destination countries and act as agents for development for their countries of origin. It is for instance key to protecting, and assuring decent working conditions for foreign workers in a world where rights still often derive from citizenship. This points to the need for better **integration** of migrants in countries of destination (165).

*Better integration of migrants in countries of destination*

However, despite the robustness of the formal human rights framework, there is evidence **that international human and labour rights treaties are not always respected in practice, nor applied in an equitable manner to migrants.** Human rights violation and abuses of migrants' rights occur partly because of conflicting interests between the need to respect migrants' rights and the need for private actors involved in recruiting and employing migrants to pursue some profit (166). This situation is aggravated by the fact that migration and the activity of the major non-state actors such as recruiters, contractors and employers are hardly regulated or are inconsistently regulated across countries (167). It is also exacerbated by the limited options of legal migration. The mismatch between restricted legal migration channels and actual labour needs can lead in this poorly regulated environment to **smuggling** and **trafficking** of migrants. It is moreover widely recognized that undocumented migrants are more vulnerable to abuse as they are often excluded from most public services, social welfare and financial services essential for safe, credit-attracting remittances and other transfers back home (168). **Racism and xenophobia** (169) also have particularly adverse effects in this context.

**Legal structures and agreements** between countries of origin and destination as well as **support** by these countries to migrants are necessary to protect and empower them (170). While it is widely considered that comprehensive **information** can reduce migrants' vulnerability to abuse and exploitation, too many migrants remain relatively uninformed of fundamental elements for their migration project (e.g. risks, opportunities, costs, rights and obligations) (171).

*Legal structures and agreements between countries of origin and destination as well as support by these countries to migrants are necessary to protect and empower them*

(165) See above Roundtable 2, session 2.4 and plenary session July 10. See also below Root causes of migration.

(166) See above Roundtable 1, session 1.3.

(167) One of the proposed actions resulting from Roundtable 1.3 is to hold a workshop on *inter alia* possible benchmarks/criteria for performance evaluation of recruitment agents and employers of migrant workers.

(168) See above Roundtable 1, session 1.2, and the background paper.

(169) See above Opening plenary session.

(170) See above Roundtable 1, session 1.2 and 1.3.

(171) See above Roundtable 1, sessions 1.2 and 1.3 and Roundtable 3 session 3.1.

In view of the interest of a number of states in migrants' rights, this topic may have to remain under consideration of the GFMD.

### 2.3.2.2. *Policy directions and recommendations*

Governments, where appropriate in cooperation with non-state actors, are invited to :

**1. Fight racism and xenophobia. Integration** (172) of migrants in host countries is an important element in this context. Participants mentioned the following means : granting of voting rights, social security entitlements, multi entry visa and dual citizenship;

**2. Fight human trafficking and address the mismatch between legal migration channels and labour needs;**

**3. Respect and implement ratified international instruments** (UN and ILO) **on human and labour rights** and, further to the appeal made by a number of states in favour of the ratification of the International Convention on the Rights of Migrant Workers and Members of their Families (1990), **address** in a concerted and consensual manner **the current stalemate on this issue;**

**4. Adopt legislation, procedures and agreements to ensure protection** (173) **and non-discriminatory treatment of migrants and give due consideration to family life,** amongst others through :

- establishing mechanisms to *negotiate decent, equitable wage and working conditions* (174) including health and social aspects (e.g. bilateral labour agreements with provisions protecting migrant workers throughout the migration process, an efficient administrative apparatus to protect and provide effective services to migrants, participative decision making mechanisms, standard contracts for migrant workers, affordable welfare protection schemes, etc.);
- enacting and implementing legislation, allowing *action against employers*, who do not respect the labour rights of migrant workers (175) and/or abuse their vulnerability;

(172) See also above Horizontal issues, Root causes of migration

(173) Regarding protection of migrants, see also Roundtable 3, session 3.4, "the Colombo process".

(174) See above Roundtable 1, sessions 1.2 and 1.3. Bilateral agreements have also been cited to keep costs down and avoid the incidence of exploitation, extortion or abuse. See also the Philippines example given in the panel discussion of Roundtable 1, session 1.2.

(175) See the example of the Philippines cited by the background paper and the panel presentations in Roundtable 1, session 1.3.

- fostering *standardised systems and codes of conduct for recruitment* in labour migrant sending countries to prevent competition between these countries as well as *licensing and regulating recruiters and other agents* involved in hiring and placing overseas workers (176);
- adopting *flexible work permits* (177) to allow movement between jobs, within and across sectors. Allowing migrants to change employers gives them leverage in what is otherwise an unequal employment relationship potentially ripe for abuse. When possible, grant migrants with some form of legal temporary status authorizing them to work;
- include in any policy coherence strategy due consideration for human, labour and children rights, for family aspects and for the integration of migrants in destination countries (178);

**5. Empower migrants** amongst others through :

- *pre-departure and pre-employment information and orientation* (179) (including to potential migrants) in origin and destination countries notably on their rights and obligations but also on remittance markets, financial management, credit and loans schemes, gender-specific risks etc.;
- *support structures*, possibly provided by home countries, *in host countries* (e.g. the global labour attaché network of the Philippines) (180) aimed at offering services to migrant workers through the provision of legal advice, advocacy, training and skills upgrading (e.g. language training (181)), contract or mobility negotiation, etc.;
- systems for proper *recognition of qualifications* from abroad, both in home and host countries (182);

(176) See above Roundtable 1, session 1.3, and the second outcome regarding a workshop to address benchmarks for performance of recruitment agencies and employers.

(177) This suggestion was mentioned in the background paper and discussion of Roundtable 1, session 1.4 (under flexible contracts and portability of work permit). See also above background paper for session 1.2.

(178) See above Roundtable 3, session 3.2.

(179) See above Roundtable 1, sessions 1.2 and 1.3, including Recommendation and proposed action n° 3 related to migrant resource centres; see Roundtable 2, theme 1. Regarding the increase of the human capacities in the financial sector, see Roundtable 2, theme 2. See also Roundtable 3, session 3.1 and in session 3.2, the example of the support system set up by the Philippines at every phase of the migration process: from pre-deployment to on-site protection, return and reintegration.

(180) See above Roundtable 1, sessions 1.2 and 1.3 and Roundtable 3, session 3.2. See also Roundtable 3, session 3.4 regarding the Colombo process.

(181) See above Roundtable 1, session 1.1.

(182) See above Roundtable 1, session 1.1. discussion on bilateral capacity building to raise qualifications standards in countries of origin, regional mutual recognition agreements and the possibility of some common regional accreditation or registration schemes, and UNCTAD's work on skills recognition. See also above Roundtable 3, session 3.2.

- options for *re-entry to the host country* to favour circular migration: re-applying with some kind of preferential access to work permits, retention of residence permit and multi-entry visas. The possibility of re-entry into the country of destination has also been evoked in the framework of a “test” return to the country of origin (183);
- facilitating the *access of migrants to banking services and financial instruments*, since such access is a prerequisite to the exercise of a number of rights beyond just economic ones. States are also invited to design and implement projects to increase the *financial literacy* (184) of migrants and their families;

**6. Monitor the impact of initiatives** in the field of migration and development **on the human and labour rights of migrants**. This monitoring cannot limit itself to quantitative evidence, but must also include qualitative information on how the initiatives are perceived by all stakeholders concerned (e.g. monitoring implementation of the work permits and contracts) (185).

### 2.3.3. Gender

#### 2.3.3.1. Background and main observations

*Migration has a significant impact on gender roles and dynamics of household communities and society*

Migration has a significant **impact on gender roles and dynamics of household communities and society**. But **gender** can also **play a role in determining types of migration and their impacts**. Notable are the new roles played by women who migrate and (fe)male-headed households who remain in the home country. The departure of both male and female family members can lead to new forms of decision-making and actions by those family members remaining in the home country. This can change traditional relationships within families and communities. Migrant women also often combine the role of provider with other traditional roles, causing extra burdens.

**Labour market patterns can assign specific roles to males and females**. Women are often concentrated in low skilled, poorly-regulated sectors such as domestic work (90 % are

(183) See above Roundtable 1, session 1.4. See also Roundtable 2, theme 4.

(184) See above Roundtable 2, themes 1 and 2, Discussion and recommendations and proposed actions.

(185) See also above Roundtable 3, session 3.1. Presentation by the panellists: the suggestion to develop “mechanisms capable of generating reliable information on the social and economic impacts of government measures – especially in terms of human and labour rights – both for the migrants abroad and within their community”.

females), agriculture, service industries and manufacturing where they may experience high levels of exploitation (186). Even highly-educated female migrants tend to be channelled into “women’s occupations” such as nursing, teaching or secretarial work. Men, although not exclusively, may be mainly employed in jobs requiring high levels of physical strength and posing dangers, such as construction, mining and seafaring. However, **migration policies and practice tend to be either silent on gender or to focus on the situation of male migrants**, with women often still seen as dependants, despite their active and growing economic roles.

**Data** on migration and development, in particular on migrants’ employment and remittance patterns are scarce and **rarely gender- and age-disaggregated** (187). It is, however, recognized that women currently constitute **about half the world’s migrants worldwide**, in some regions, this percentage is much higher. In many labour migration flows, women form the majority and this trend is increasing (188). They are strongly represented in the low skilled labour sectors but are also present in the high skilled ones. As senders and recipients of remittances, women are major **contributors** to economic growth and poverty reduction. Men and women have **different remitting patterns**, and differ **in the way they consume, invest and save**. Financial institutions however have some difficulties in developing gender specific tools (189).

Migrant women have specific **vulnerabilities**. Those predominantly concentrated in low skilled, unprotected and poorly regulated sectors are exposed to abuse (190). Migrant women are also frequently excluded from diaspora organizations, marginalized and/or discriminated against, which in turn can hamper their potential to contribute to the development of their countries of origin and destination (191).

There is a **lack of information** on the role of migrant women in development and on the impact of migration, particularly female migration, on gender roles, families and children (192).

*Data on migration and development, in particular on migrants’ employment and remittance patterns are scarce and rarely gender- and age-disaggregated*

(186) See above panel and general discussions of Roundtable sessions 1.2 and 1.3.

(187) See above *inter alia* background paper for Roundtable session 1.1 and Roundtable 3, session 3.1.

(188) See above Roundtable 1, session 1.2, discussion and background paper.

(189) See above Roundtable 2, theme 2, general discussion and background paper of session 2.2.

(190) See above Roundtable 1, session 1.2, general discussion.

(191) See above Roundtable 2, theme 2 and background paper on session 2.4.

(192) See above Roundtable 2, theme 2 and Roundtable 3 session 3.1.

*Children and elderly persons were mentioned on several occasions as persons whose situation needs to be specifically taken into account when elaborating relevant policies*

*Include due consideration for the gender perspective in any policy coherence strategy  
Promote gender-sensitive legislations, policies and practices*

Lastly, participants repeatedly raised the issue of **family protection** in the migration and development context. **Children** (193) and **elderly persons** were mentioned on several occasions as persons whose situation needs to be specifically taken into account when elaborating relevant policies. This aspect of the social dimensions of migration may need further examination in future meetings of the GFMD.

### *2.3.3.2. Policy directions and recommendations*

Governments, where appropriate in cooperation with non-state actors, are invited to :

1. Include due consideration for the **gender perspective in any policy coherence strategy** (194);

2. Promote **gender-sensitive legislations, policies and practices** (195) for gender-based development, and create an enabling environment emphasizing gender equity. These should reflect the differences between men's and women's motivations. **Empowerment** (196) should be a key aim in this context and can be achieved through :

- *training and skills upgrading* which will enable women to pursue professional development, be less vulnerable to abuse (197) and access productive opportunities, capital and financial resources and services (198). For instance, gender-sensitive financial literacy programs are of particular importance to enable women senders or recipients of remittances to maximise their use of banking and financial products and services (199);
- *Gender-specific pre-departure information and orientation* in origin countries coupled with counselling in destination countries on rights, obligations, risks, opportunities, integration or return options (200);

(193) See above Roundtable 1 session 1.3, Roundtable 2 themes 2 and 4 and Roundtable 3, sessions 3.1 and 3.2.

(194) See above Roundtable 3, session 3.2.

(195) See above example of the Philippines in Roundtable 1, session 1.2: no recruitment fee and increased wage levels for domestic workers.

(196) See above for example UNIFEM's initiatives cited in Roundtable 1, sessions 1.2 and 1.3.

(197) See above the general discussion in Roundtable session 1.3 on the Philippines and Sri Lankan skills upgrading schemes for women; and the Mauritian model in Roundtable session 1.4 for piloting a circular migration program, which would help upgrade the skills of women workers through training and work opportunities abroad.

(198) See above Roundtable 2, theme 2.

(199) See above Roundtable 2, theme 1.

(200) See above notably Roundtable session 1.2, Panel discussion on special information, orientation and counselling programs for women by the Philippines, Roundtable session 1.3 and Roundtable 3, session 3.1.

- greater, more equitable access to *financial services and livelihood opportunities*, via fiscal incentives, simpler procedures for starting businesses and support to entrepreneurs (201);
- strengthening *female engagement in diasporas' development activities* (202);

**3. Protect mainly female – but also male – migrants through :**

- the adoption of *gender-sensitive labour migration policies and practices* ensuring *decent working conditions* (e.g. standard contracts (203)), *protection* in vulnerable employment markets (204), social security standards, participative decision-making involving female sectors (205) and *action against employers* who do not respect migrant rights (206), to protect migrants and optimize the development effects of migration;
- the establishment of *gender-sensitive support structures* in destination countries. These can offer many types of assistance, including gender-specific ones (See the Philippines model (207));

**4. Improve gender-related data collection and analysis** in the field of migration and development (208) and remittances. **Support research on the impacts of migration and remittances on families**, in particular on women and children (209). The analysis should not limit itself to the economic impacts of migration, but should be broader and include among others the social impact of migration. **Mainstream gender (and children) aspects in any proposed research** on migration and development (210).

*Support research on the impacts of migration and remittances on families, in particular on women and children*

(201) See above Roundtable 2, theme 2.

(202) See above Roundtable 2, Background paper of session 2.4.

(203) See above Roundtable 1, session 1.2, in the general discussion.

(204) See above Roundtable session 1.2, panel discussion on recent reforms to increase wages and eliminate recruitment fees for domestic workers.

(205) See above Roundtable 1, session 1.2.

(206) See also above Human rights.

(207) See above the Philippines model of workers resource centres, particularly in female-dominated locations, cited in the panel discussion of Roundtable session 1.2 and the general discussion of session 1.3.

(208) See panel discussion and recommendations and proposed actions of Roundtable 1, session 1.1, see Roundtable 3, session 3.1.

(209) See above Roundtable 2, theme 2, recommendation and proposed action n° 9.

(210) See above Roundtable 3, session 3.1, general discussion.

## 2.4. – *Marketplace*

### 2.4.1. *Introduction*

*The Marketplace offered governments the possibility to request and discuss international migration and development services with donor governments, international organizations and the private sector*

The Marketplace was a side-event organized during the Governmental Days of the Forum by the Department of Economic and Social Affairs of the United Nations (UNDESA), at the request of the GFMD Taskforce. The Marketplace offered governments the possibility to request and discuss international migration and development services with donor governments, international organizations and the private sector. The services included requests for advice, training, equipment, capacity building, project development and other initiatives to enhance the benefits of international migration for development. In preparation of the Marketplace meetings, a password-protected website application was developed to allow governments to post requests for services and to allow providers to respond to these requests. The Marketplace website included a brief description of the service request. This website can be accessed through the internet address [www.unmigration.org](http://www.unmigration.org).

### 2.4.2. *Preparatory process*

Preparations for the Marketplace took place via the aforementioned website and through communication with the GFMD focal points. The time frame of the preparation of the Marketplace was as follows :

By 20 April 2007, Member States were invited, through their focal points, to submit their requests for posting. A form requesting the necessary information was sent to all focal points by that date.

From 20 April to 10 May 2007, focal points of Member States interested in participating in the market were requested to submit the completed forms for international migration and development services by e-mail. The forms indicated which government representative acted as “owner” for the purposes of the posting being presented.

From 10 to 17 May 2007, the messages submitted by owners were uploaded on the web-based Marketplace application. “Visitors” (potential providers) were invited to register so that they had access to the chat rooms of project owners. Invitations to register were sent to intergovernmental organizations, international development banks and selected members of the business and civil society communities. The focal points of all Member States



were registered automatically. The organizers of the first meeting of the GFMD assisted in drawing up the list of potential visitors. Access to the Marketplace website was password-protected.

From 18 May until early July 2007, the marketplace website was open for business. During this period, owners and visitors could chat and exchange views on the projects which had been posted by owners. The exchanges on the Marketplace website were used to schedule the Marketplace meetings during the GFMD meeting in Brussels.

#### 2.4.3. *Marketplace meetings*

During 10 July and 11 July, the project owners and providers met during prescheduled one-hour meetings to discuss the requests and possibilities for implementation. A total of 35 meetings took place between “owners” (requesting governments) and “providers” (international organizations, donor governments and private companies) during which some 18 different projects were discussed. The 18 projects varied greatly in scope, including developing information systems for immigration control, formulating national migration policies, training of immigration officers, combating human trafficking, mobilizing expatriate communities for development, and facilitating the reintegration of nationals. In some cases, the projects proposed were a continuation of earlier activities. Other meetings allowed project owners and providers to establish a first contact and to explore the nature and size of the proposed projects.

*The project owners and providers met during prescheduled one-hour meetings to discuss the requests and possibilities for implementation*

Following each meeting, a Marketplace Outcome Form was completed jointly by the meeting participants. These forms provided a brief description of the outcome of the meeting, the proposed follow-up, and any issues to be resolved. Notably, these forms showed that many owners and providers had already established contact in advance of the meeting.

A short summary of the Marketplace meetings and a brief description of the projects is contained in the annex to the present report.

#### 2.4.4. *Results*

The Marketplace allowed for new partnerships to be forged, under the leadership of governments, both during the preparatory process and at the actual meeting of the GFMD. It is hoped that these partnerships will continue in the run-up to the Manila Forum and beyond. As such, the Marketplace offered another

*The Marketplace allowed for new partnerships to be forged, under the leadership of governments*

means for the GFMD process to gain momentum and to bring partners together on concrete projects.

*Funding of the Marketplace projects was identified as a critical issue*

Funding of the Marketplace projects was identified as a critical issue. While many providers were in principle willing to carry out the requested services, the required resources had often not yet been identified. An appeal was thus made during the GFMD meeting in Brussels for possible donors to respond positively to funding requests. A second issue of concern was coordination. With many of the projects receiving an offer from more than one provider, the need for partnerships and coordination between providers in carrying out Marketplace requests was felt.

#### *2.4.5. Next steps to Manila, and beyond*

During the meeting of the Forum in Brussels, it was decided to maintain the Marketplace website. Project owners and project providers are encouraged to continue to post messages on the website regarding progress in implementing the projects discussed in Brussels. Governments seeking to post a new request for international migration and development services should contact the Marketplace Team by sending an e-mail to [migrationp@un.org](mailto:migrationp@un.org).

To enhance the benefits of the Marketplace in preparing for the Manila Forum, it would be useful to know more about the results and lessons learned from the cooperation facilitated by the Marketplace. Another useful possibility put forward during the Brussels meeting of the GFMD was to include in the Marketplace website the operational outcomes of the Forum to help generate proposals for continued action.

Implementation of the Marketplace projects will be monitored during the second half of 2007 and the first half of 2008.

### *2.5. – Closing Session (July 11)*

The closing plenary session of the first meeting of the Global Forum on Migration and Development took place in the afternoon of July 11, 2007. It was attended by some 800 participants.

*The session started with the presentation of the general reports on the roundtables and horizontal issues*

The session started with the presentation of the general reports on the roundtables and horizontal issues. *Ms Patricia Sto. Tomas* (Chairwoman of the Development Bank of the Philippines, former Minister of Labour of the Philippines) presented the general report on Roundtable 1. *H.E. Professor Oumar Hamadou Dicko* (Minister for the Malians Abroad and for African Integration, Mali) presented the general report on Roundtable 2.

*Mr Richard Manning* (Chair of the OECD's Development Assistance Committee) presented the general report on Roundtable 3. *Mr Jozef De Witte* (Director of the Centre for Equality of Opportunity and the Fight against Racism, Belgium) was the General rapporteur on the horizontal issues (211). After these presentations, a discussion took place among the participants on the priorities and ways forward, as well as on the short and medium-to-longer term modalities to operationalise the outcomes of the first meeting of the Forum.

The challenges posed by the Future of the Forum were introduced by *Mr Peter Sutherland*, Special Representative of the Secretary General of the United Nations for International Migration and Development.

The final conclusions and recommendations were presented by H.E. *Ms Régine De Clercq*, Ambassador for Migration and Asylum Policy and Belgian Executive Director of the GFMD.

A closing address was made by H.E. *Mr Arturo D. Brion*, Secretary of Labour and Employment of the Philippines.

The main conclusions and recommendations presented during the closing plenary session are summarized hereunder, as well as in the annex to the present report (Operating modalities).

*Short and medium-to-longer term modalities to operationalise the outcomes of the first meeting of the Forum*

(211) These reports are detailed above, in the chapters on the roundtable discussions.

## IV. CONCLUSIONS AND THE WAY FORWARD

The 9-month preparatory process leading up to the first meeting of the Global Forum on Migration and Development enabled participating States and relevant international organizations to engage in a meaningful preparatory dialogue by consulting widely on the proposed structure, themes and objectives of the meeting. The preparation of the meeting by the Government of Belgium took place in close consultation with Mr Peter Sutherland, Special Representative of the Secretary General of the United Nations on International Migration and Development. The Government of the Philippines, as Chair of the second meeting of the Forum, was also regularly informed and consulted.

As detailed in the introduction to the present report, the preparatory process set in place a structuring framework for addressing migration and development issues at the global level. This framework will be key for the continuation of the dialogue and for the follow-up of the proposed objectives and achievements.

### 1. – GENERAL CONCLUSIONS

A number of general conclusions were reached during the first meeting of the Forum, and its preparatory process.

First, the discussions in Brussels moved the development issue to the centre of the migration debate and emphasized that planned migration constitutes an opportunity, rather than a threat, for development and economic growth in both developing and developed countries.

Second, to continue reaping the benefits of such migration, governments in all regions need to set in place effective national migration systems, including appropriate consultative mechanisms with development policy makers, government labour market experts, the private sector and non-governmental entities. Efforts to reach this objective should be supported by the international community through increased capacity building, targeted information-sharing between developed and developing countries, and enhanced technical consultations.

Third, participants concurred that migration from developing countries cannot be an alternative to national development efforts and strategies in these countries, nor should the significant contribution made by migrant remittances and migrant skills to poverty reduction and development be considered a substitute for official development assistance.

Fourth, the opportunity provided by the Global Forum for both migration and development policy makers to engage in a mutually beneficial dialogue should be actively pursued, *inter alia* to foster a better understanding of how development policies can harness best the potential benefits of migration, and over time to develop a common view and strategy on these issues.

Fifth, in a globalized and interdependent world, migration and development today concern and affect countries in all regions. Partnerships and inter-state cooperation in these areas thus need to be based on the recognition that developed and developing countries have a shared responsibility in addressing these complex challenges. This also includes the common responsibility to improve economic and other conditions in countries with high out-migration pressures, to ensure that people are not driven to migrate out of necessity and despair.

For this to happen, migration and development need to be perceived as two faces of the same coin, to be addressed in tandem, and together with all other related policy areas. The Forum is a long-term process, which shares some features with the other policy debates such as on trade and development in the 1980s and early 1990s, or the more recent and ongoing debate on climate change, where the international community has become progressively aware of the transnational aspects of those issues and of the need to go beyond national solutions to find common answers to common challenges. Could it be that migration like trade will become part and parcel of our daily life and that of all societies over time?

## 2. – THE WAY FORWARD

To ensure the sustainability of the GFMD process, and building on the effective preparation, conclusions and action outcomes of the Brussels meeting, the Global Forum on Migration and Development will require three main elements :

2.1. – *Establishing a common global vision  
on migration : Advancing cooperation*

The first meeting of the Forum paved the way for a longer term common global vision on migration based on the recognition of mutual benefits to developing and developed countries; and for restoring trust in migration systems world-wide. In an interactive, informal, concrete and frank exchange, government participants from 156 United Nations Member States, as well as a number of international organizations, engaged in an informed debate and analysis of the multi-dimensional aspects, challenges and opportunities of international migration and development. The meeting showed that the Forum has the potential to lead to the establishment, at the global level, of an understanding of the migration phenomena, the root causes of migration and how they can be made to positively influence each other.

Of particular relevance were the high technical level of interventions, the manifest interest and commitment by participating states to find concrete answers to the migration and development equation, and the stated resolve to act both at national and international levels to implement some of the conclusions reached, and for this purpose to develop new partnerships and cooperation.

Most importantly, the constructive and open debate in Brussels proved that the consultative and informal structure of the Global Forum has opened a new space for governments, and other-than-governmental stakeholders, to meet and exchange their experiences on migration and development policies and practices, to bring to the fore their different interests, views and perspectives, to generate a clearer understanding of the issues at stake and develop a growing sense of the shared responsibility of States in both the developed and developing regions.

2.2. – *Structure of the Forum :  
Lessons learned from the first experience*

The new Chair-in-Office, the Republic of the Philippines, will organize and hold the second meeting of the Forum in Manila, in the latter part of 2008. The Philippine Government's commitment in assuming this responsibility is highly appreciated and will be vital in securing the successful continuation of the Forum process. Building on the results achieved in Brussels, and taking advantage of the substantive experience accrued in the context of the first meeting, including the initial global thematic ques-

tionnaire of 2006 and the expertise of the Belgian Taskforce, it is essential that participating states support the new Chair-in-Office, materially and otherwise, in its efforts to sustain the Forum process. It is equally important to identify as soon as possible the future Chair of the third meeting of the Forum.

*The experience of the first meeting of the Forum leads to a number of conclusions as to the way the GFMD should operate :*

The focal points and the meetings of the Friends of the Forum have been essential for the organization of the first meeting of the GFMD. They will also be key players for all follow-up activities. The role and networking of focal points should be consolidated and, where needed, enhanced. Subject to individual governments' interest in relying on focal points, they could be a vital factor in working towards greater national coherence, consultation and coordination on migration and development policies, including in relation to needs for enhanced capacity building and other measures, as well as for liaison with relevant international organizations. Focal points should also become vehicles for interaction with regional processes. This extends also to enhancing capacity building and other measures, as well as liaison with relevant international organizations. Focal points should also become vehicles for interaction with regional processes. Most of the communication with the Focal points took place through e-mail exchanges. Belgian embassies and the Belgian permanent representations in Geneva and New York backed up the communication of the Taskforce to ensure that all addressees and recipients were fully informed of all Forum-related developments. It was noted however that for some countries email communications are difficult to access. Personalised contacts (in particular phone calls) can therefore usefully complement the information disseminated by the Taskforce.

The role of the *Troika* (present Chair-in-Office, outgoing and new Chair-in-Office) will be a deciding factor. The experience of the outgoing Executive Director and advice to the present Executive Director will be of particular relevance to ensure appropriate continuity, both in terms of substance and organizational aspects.

The *Steering Group*, as reflected in the Operating Modalities endorsed in Brussels, is most likely to play a crucial role in the future Forum process. This group has a regionally-balanced composition and is comprised of those governments firmly committed to offering sustained political and conceptual support to the Forum process and the Chair-in-Office, including governments

that contribute substantially to the migration and development debate and are prepared to provide concrete input to the thematic preparation of Forum meetings.

The *Civil Society Day* has proven to be a constitutive element of the Forum process. Although the modalities of its organization and its interaction with the governmental meeting could be further spelled out by the Chair-in-Office, the Forum clearly benefits greatly from the perspectives, networking and concrete experiences of other-than-governmental stakeholders in these areas.

The *Partnerships set up by the GFMD Taskforce* for the preparation of the roundtable sessions enabled cooperation between developed and developing country governments, as well as with international organizations and other observers. They constituted a stimulating learning process, which appeared to have played a major role in the achievements of the outcomes of the Forum. To the extent possible, the contacts established between the partners should be maintained in the framework of the preparation of future meetings of the Forum.

The results of the assessment undertaken by Belgium of the first meeting of the Forum should be thoroughly analysed, and all relevant observations taken into account to improving the process in the future.

### 2.3. – *Follow-up activities*

#### 2.3.1. *Implementation of the proposed actions and recommendations*

The first meeting of the Forum aimed at being innovative in proposing both a participative and transparent preparatory process for the organization of the meeting (under the structuring framework detailed above), as well as concrete and action-oriented outcomes (See the reports on the roundtables). As a consultative process, the Forum has no direct operational role and cannot therefore implement any of the recommendations. It is now in the hands of governments, relevant international organizations and other non-governmental stakeholders to ensure their effective implementation.

Clearly, many of the actions and recommendations proposed in Brussels can be considered further and eventually *be implemented by governments at the national level*, in line with their ongoing activities in policy development and government prac-



tice. This is the case, in particular, of those actions and recommendations resulting from Roundtable 3 on policy coherence. Also, many of the issues discussed and conclusions reached do not necessarily reflect new findings, but are part of what governments have already taken on board, or are in the process of implementing. This notwithstanding, the impulse provided by the debate in Brussels should be taken advantage of and participating States may wish to use this momentum to revisit certain policy areas and adjust, as necessary, their policies and practices. The same applies for actions that governments are taking at the bilateral level.

The governments could take the lead in forming follow-up working groups in order to take action on specific recommendations reached in Brussels. Some action items already propose this, and some governments have expressed a commitment in this respect. This could be done under the lead of one or two governments and involve a small number of others that are interested in any given specific theme and action. Such working groups may also involve relevant international institutions and other observers. In addition, the Troika and the Steering Group and the Friends of the Forum should also examine how follow-up can be ensured to the July 2007 GFMD meeting. The results of actions taken and initial achievements could be reported to the second Forum meeting in Manila.

Another question concerns those *recommendations for action that require multilateral consideration, follow-up and implementation, to be reported upon at the next meeting in Manila*. As a consultative process the Global Forum has no direct operational role and cannot, therefore, implement any of these recommendations on its own. Individual governments, the Friends of the Forum, the Steering Group and the Troika will have to consider how some of the more relevant and concrete action recommendations can usefully be taken forward. Some governments may want to take the lead and take action on specific recommendations reached in Brussels. A number of governments have already expressed a commitment in this respect, with some of them having the intention to set up small working groups, in which international organisations could also be included.

As for implementing initiatives by international organisations: the issue of cooperation between the Forum and these organisations, in particular the GMG, is to be considered further, but it is important that members of the Forum, which are also members of these organisations pursue a coherent approach overall when it

comes to deciding the working program of these organisations, and take full account of the positions taken during the Forum. Furthermore, the correlation between the Forum and the wider international community should be further discussed at the Steering Group and the Friends of the Forum.

Under these approaches, which could be adopted in parallel according to circumstances and needs, governments and institutions would brief the Friends of the Forum, the Steering Group and the Troika at regular intervals, *inter alia* to ensure on-going interaction between implementing partners and the Global Forum. Such discussions would also take place in the meetings of the Friends of the Forum.

Finally, participating States should continue exchanging expertise and lessons learned, at the national, regional and international levels, taking advantage of the outcomes, principal findings and conclusions of the first meeting. The role of the Forum focal points will be critical to achieving this at all levels.

Note that the Chair and its Taskforce needs to plan sufficient time after the meeting of the Forum for follow-up of the presidency, in particular for drafting the final report and its distribution to all concerned parties.

### 2.3.2. *Thematic continuity of the Forum*

Last, but not least, it will also be essential to ensure the *thematic continuity* of the Forum process. The preparations and discussions of the first meeting, including the initial thematic questionnaire, have foregrounded a wide array of topical issues crucial to the migration and development debate. In light of the experience of the first meeting of the Forum, it would seem useful that agendas for the second and subsequent meetings of the Forum were built on: 1) those areas already addressed in Brussels and which require a more thorough and focused review, and 2) one or two new topics developed around other priorities identified by governments in the initial questionnaire and in the preparatory discussions with the Friends of the Forum, and other consultations. This would ensure the necessary thematic coherence of the Forum process, and over time allow all those issues to be covered that are directly relevant to the migration and development debate.

# ANNEXES



**SPEECH BY PRIME MINISTER  
GUY VERHOFSTADT**

Monseigneur,  
Secretary-General,  
President of the European Commission,  
Excellencies,  
Ladies and Gentlemen,

Nobody migrates for the fun of it. Nobody simply leaves their family, friends, possessions and country without a reason. And nobody just tries their luck without knowing what the future holds in store for them thousands of kilometres away from home. Yet there are more than 200 million migrants worldwide. That's one in every thirty people.

Migration is nothing new, of course. The history of mankind is a story of large-scale migration. People have always sought the best places to live and the most fertile land. The best example is probably the United States of America, a country built by an immigrant population. But it would be far too easy to write off migration as merely a natural phenomenon. As something we can do nothing about. That would be like writing off global warming as a natural process that comes and goes of its own. Adopting such an attitude would mean dodging our responsibility. It would also mean denying billions of people their future.

Let's take a look at the reality of the situation. The West is home to 14 % of the world's population. That 14 % commands 73 % of global income. So it's only normal that people should want to come over here and try their luck in the West. And it's also only normal that they should continue to do so. No wall will keep these people out, yet the current strategy entails building walls around the West. We try to stem the tide of migrants, of illegal immigrants, by patrolling in aircraft, boats and ships. We erect high walls or fences several meters high around the Spanish enclaves in Morocco. Anywhere there are ways into the West, modern new border surveillance systems are installed: like the Schengen Information System in Europe; the round-the-clock reconnaissance of Australia's 3,000-kilometer-long northern

border; the expansion and reinforcement of the 1,100-kilometer-long fences between the USA and Mexico.

But these barriers do not stem the rising tide of would-be-migrants. And neither does our restrictive asylum legislation. For when there are no official ways in, criminal human trafficking flourishes like never before. People die in container lorries, starved of oxygen. People drown on the high seas when the unseaworthy boats carrying them sink. And those who do finally make it to their destination vanish into an illegal existence. Europe now has something like 7 million illegal immigrants, the USA 12 million. These people live in constant fear. And supposedly nobody will know if they fall sick or die.

Ladies and gentlemen, today Europe and the US are spending more money on the control of migration than on development of the countries of origin. But let us be honest, this strategy just isn't working. Worse still, it's selfish and even inhuman. We should consider migration not as a danger, but as a symptom. A symptom of a hopeless situation from which people try to flee. Situations in which children die because they have no drinking water. In which human rights are constantly violated.

It is wrong to say that there's nothing we can do. There's a great deal we can do. First and foremost by earmarking the agreed 0.7% of our GDP to development cooperation. We've been talking about doing this for quite some time already. Now it's time to deliver on our promises. Belgium embarked on a path of growth in this connection several years ago. By 2010 we will reach the 0.7% mark. But that is not enough.

We need to create levers that empower people and countries. Like micro credits for example. Small loans that enable poor people to build their own future bit by bit. Or Hernando de Soto's revolutionary idea of awarding poor people living in slums property certificates for their humble possessions, effectively giving them papers that are worth money.

Meanwhile, we must have the courage to scrap export subsidies. After all, if we want to globalise prosperity, we must also allow poor countries to enjoy the benefits of globalisation. Out of nearly 1 billion people suffering from hunger around the worldwide, no fewer than 600 million are farmers. Two of the major reasons for this are the farming (export) subsidies and import tariffs practised in Europe and the USA. Whereas hundreds of millions of people in the Third World have to get by on one euro a day, we subsidise European cows to the tune of two euros per day. It is because of these subsidies that Western prod-

ucts can be sold at under cost price at local agricultural markets in developing countries. This form of unfair competition condemns the Third World to poverty for ever.

We must have the courage to change this. Just as we must display the courage to find an urgent solution to the touchiest problems on a continent like Africa. In one report published by the United Nations I read that 60 billion euro is required. That's 60 billion euro to get to grips with all the basic problems in Africa. Every African can be guaranteed clean water, sanitary facilities, basic healthcare and education. And this can be achieved very quickly. The eradication of malaria alone would yield additional economic growth of one percent of the continent's gross domestic product. Solving all the problems I just mentioned would even generate growth of at least two percent in GDP. That would leave people in the Third World seven hundred times better off than they are now by the end of the century. And 60 billion euro is peanuts to the wealthy West.

Ladies and Gentlemen,

The link between migration and development is something very close to my heart. So I'm also proud that this Global Forum is taking place here in Brussels. The aim of this Forum is to share all the available knowledge, methods, objectives and solutions. The aim is to achieve greater coherence in our migration and development policies and thus greater effectiveness. This Forum is the start of a process. It is not a one shot event. Because our duty and responsibility today are the same as they were when expressed in the Charter back in 1945: «We the peoples of the United Nations are determined to promote social progress and better standards of life in larger freedom». So I wish you all the very best of success.

Thank you.

## SPEECH OF THE SECRETARY-GENERAL OF THE UNITED NATIONS BAN KI-MOON

Monseigneur [*Prince Philippe of Belgium*]

Prime Minister,

Excellencies,

Delegates

I am honoured to welcome you to the launch of this Global Forum – a milestone in our work to understand the connection between international migration and development, and to harness the power of one to advance the other.

Let me express my deep appreciation to His Majesty King Albert of Belgium, who is recovering from a minor procedure and could not join us today. I wish him a speedy recovery.

I am grateful to Prince Philippe for honouring this event with his presence, and to His Excellency Prime Minister Guy Verhofstadt, and the Government of Belgium for their gracious support and hospitality. This event would not have taken place without you.

The road that brought all of us to Brussels was long. It may not have been as tortuous, nor as solitary, as the road travelled by some of the world's 200 million migrants. But in its own way, ours was a road full of detours and obstacles. I am heartened that we have reached this stage at last.

For many years, Member States of our United Nations found it hard to discuss the sensitive issue of migration in the international arena. So the topic was never high on the UN agenda -- until the High-Level Dialogue at UN Headquarters in New York last September. Even then, some sceptics predicted that positions would be too entrenched, that north and south would become hopelessly embattled, and that genuine dialogue would be impossible.

The past nine months have proved those sceptics wrong. As we have grasped migration's powerful potential for good, old stereotypes have crumbled, and new opportunities have captured our imaginations.

As a result, under the wise leadership of Belgium and of my Special Representative, Peter Sutherland, well over a hundred



Member States have worked together steadfastly over the past year. You have built on the momentum of last year's High-Level Dialogue. You have seized on the idea championed by the UN to gather in a Global Forum. And you have drawn on the invaluable contributions of civil society, representatives of which met yesterday to contribute to the Forum.

Now that we are here, we must make the most of this chance to address one of the great global challenges of our century. We must seize this moment to begin transforming what too many perceive as a threat into an opportunity. It is our obligation to understand the implications of the migration phenomenon, to learn from each other, and to build partnerships that will make migration work for development. It is our duty to counter the marginalization, abuse, and discrimination that some groups of migrants still face today. It is our calling to move forward together with courage – in the same bold spirit that intrepid migrants display around the world.

Ladies and Gentlemen,

How can we achieve this? Not by making grand pronouncements, or creating elaborate new structures. We are not building an organization to solve the world's migration problems -- far from it.

Nor are we here to design a blueprint for how to manage international migration flows. There can be no such thing: people move to the pull of a better life, to the push of danger or despair, to the forces of the market, to the call of the human heart.

Nor have we come to dictate to one another how many, or how few, migrants should come or go from our countries. These should be decisions made by individuals within the framework of each sovereign nation's laws.

Rather, what we acknowledge together, by convening this Forum, is that we live in a new age – an age of mobility, in which more and more people will move across the globe with ever-greater frequency. More countries are part of the migration system than ever before, and migrants journey from one corner of the world to another.

This is a global phenomenon that defies the easy categorizations of the past, with its neat separations, such as that between countries of origin and destination. Today, we recognize that we are all in this together. The revolutions in transportation and communications, together with the globalization of our econo-

mies, make our experience of migration different from any previous time in human history.

We cannot stop this force of human nature. But we can do a great deal to build a better migration experience. We can ensure that people move in a way that is safe and legal, and which protects their rights. We can work to strengthen the positive impact of migration on the development of migrants' home countries. We can encourage destination countries to promote the success of migrants, both in their original and their adopted homes. We can advance the understanding that the better integrated migrants are, the more they will have to contribute to their countries of origin -- as returnees or as engaged members of a global diaspora.

Over the next two days, our task is one of educating ourselves :

- to understand what we, as policymakers, can do to maximize the benefits of migration for development, while ensuring that development leads to qualitatively better migration.
- to learn from each other in a systematic, comprehensive way.
- to build on the experiences we have gained at the regional, national, and local levels.

Let me be more specific. At this early stage of international cooperation on migration and development, we are trying to build trust among States. So we should focus on those policy actions that stand to benefit all the actors in the migration system -- but above all, migrants, their families, and their communities.

For decades, the toil of solitary migrants has helped lift entire families and communities out of poverty. Their earnings have built houses, provided health care, equipped schools, and planted the seeds of businesses. They have woven together the world by transmitting ideas and knowledge from country to country. They have provided the dynamic human link between cultures, societies, and economies. Yet only recently have we begun to understand not only how much international migration impacts development, but how smart public policies can magnify this effect.

That is what you are here to discuss. In so doing, you can make a major contribution to the collective well-being of humankind. Consider just this example : in the past few years alone, Governments have understood the importance of remittances to development, and taken steps to encourage greater competition

among banks and money-transfer companies. This has dramatically reduced transfer costs in many markets. As a result, literally billions of extra dollars have reached residents of developing countries every year. This Forum has a key role to play in building on that momentum.

But the wealth of migrants is not measured in money alone. You will also discuss how countries of origin can tap the great wealth of skills and knowledge accumulated by migrants. How can migrant doctors who have prospered abroad help train the next generation of physicians back home? What strategies can countries pursue to attract back their scientists and entrepreneurs? How can we advance co-development – whereby, for instance, developed countries that recruit highly-skilled professionals channel aid back to countries of origin to support education there?

Equally, you will discuss the contribution of migrants to the progress and well-being of developed countries. Here too, their economic, social, and cultural contributions are evident everywhere. Their cultures, values, and traditions not only enrich our societies, but enable us to adapt successfully to a world that is changing fast. They have founded countless enterprises, including household names such as eBay, Mittal, Google, and Intel. And they have pioneered research as a basis for innovation. In the United Kingdom alone, at least 20 Nobel Prize Laureates came to the country as migrants or refugees.

Migrants with lower skill levels are also critical to the success of our economies. Every hour of every day they tend to our sick, our elders, our children. They clean our homes, harvest our crops, labour in our industry. They perform many of the most essential tasks that undergird our well-being. Yet, they work in sectors of the economy where they are vulnerable to exploitation, discrimination, or worse. As we learn to make migration work for development, we must learn to protect the rights of migrants.

Excellencies,

Through the process that led to this Forum, we have already reached an understanding of the interplay between development and international migration -- an understanding based on evidence and sound analysis, rather than on anecdote. An understanding that can form the basis of a rational, forward-looking, and less politicized conversation about migration. An understanding that can help foster partnerships among countries, so as

to magnify the development impact of migration while addressing its root causes.

Throughout this process, the Government of Belgium has provided judicious and constructive leadership. At every stage, it has given effect to the principles that underpin the Forum, putting in place a sound basis for its future development.

Under the tireless direction of Her Excellency, Ambassador Régine De Clercq, Belgium assembled a multinational Task Force that has worked doggedly to respond to the real needs of UN Member States. The team has done so in a collegial and consultative spirit, acting as the servant of this new States-led process, rather than as its owner.

Belgium proposed a Forum agenda on the basis of input from over 100 Member States. It asked Governments to designate focal points for the Forum, enhancing policy coherence in capitals around the world. It convened three meetings of the «Friends of the Forum» to build up the process. And it worked in partnership with several dozen States and international organizations to develop the substantive content of this meeting.

In addition, by partnering with the King Baudouin Foundation in organizing a civil society day, Belgium has underscored the crucial role played by non-State actors in the dynamic of migration and development.

Soon, responsibility for the Global Forum will pass to the Philippines – one of the world's most important actors on migration. I thank Her Excellency, President Gloria Arroyo, for her Government's engagement. I have no doubt that she will carry forward the work begun by Belgium with seriousness and skill.

For my part, I will remain deeply committed to the Forum's work, and pledge to maintain its link to the United Nations through my Special Representative on Migration, Mr. Peter Sutherland. I am sure I speak for all of us in extending my gratitude for the way Peter Sutherland has generated the energy and the vision that have made this Forum possible.

Finally, I hope the Forum will develop closer collaboration with the entire United Nations system through the entities of the Global Migration Group. I have asked Mr. Sha Zukang, my Under-Secretary-General for Economic and Social Affairs and current chair of the Group, to explore ways of building synergies between GMG members and the Forum process.

The Government of Belgium has asked that the Forum produce concrete and practical outcomes. Because the Forum is not

a negotiating body, such outcomes depend crucially on the will of each one of you. They require you to follow up on whatever is agreed here, and explore future possibilities for collaboration.

Let us remember: migration is not only about wealth and poverty. It is about the kind of societies we want to live in. You have a unique opportunity to help shape them, for the benefit of future generations.

Thank you very much.

## **FUTURE OF THE FORUM : OPERATING MODALITIES**

The Global Forum on Migration and Development is a voluntary, inter-governmental, non-binding and informal consultative process open to all States Members and Observers of the United Nations. UN agencies and other international and regional bodies may be invited as observers. It was created upon the proposal of the UN Secretary-General at the September 2006 General Assembly High Level Dialogue on International Migration and Development. The Forum was initiated by Belgium and is led by governments. Its purpose is to address, in a transparent manner, the multidimensional aspects, opportunities and challenges related to international migration and its inter-linkages with development, to bring together government expertise from all regions, to enhance dialogue and cooperation and partnership and to foster practical and action-oriented outcomes at the national, regional and global levels. National Focal Points have been designated by participating governments to coordinate Forum-related preparations at the national level.

These Operating Modalities are of a preliminary nature and aim at ensuring sufficient continuity and practical support for the incoming chair(s), to be assessed and revised, as appropriate, in 2008.

### 1. – CHAIRING ARRANGEMENTS – TROIKA

The host country (*Chair-in-Office*) assumes responsibility for the preparatory process and the implementation of each Forum. The host government chairs all sessions related to Forum preparations and chairs the Forum.

The Chair-in-Office is assisted by a co-chair – the country that organised the previous Forum.

Once a third country has been identified to host a following meeting of the Forum, the three countries concerned will form the Troika that includes the outgoing Chair, the Chair-in-Office, and the forthcoming Chair of the Forum. The Co-chairs shall assist the Chair-in-Office.

The Chair-in-Office should, in principle, alternate annually between a developing and a developed country. Countries interested in assuming the Chair of the Forum shall communicate their intention to the Troika.

## 2. – STEERING GROUP

The Steering Group is comprised of governments that are firmly committed to offer sustained political and conceptual support to the Forum process and to the Chair-in-Office, and to ensure continuity of the process. Its membership shall be sufficient in number to provide efficiency, flexibility and transparency. The Troika governments are ex-officio members. The Steering Group is regionally balanced and its composition takes into account different migration perspectives and interests of governments, including those governments that contribute substantially to the migration and development debate and are prepared to provide concrete input to the thematic preparation of Forum meetings. Steering Group members and the Chair-in-Office are also called upon to brief other governments, as appropriate, on Forum-related developments, including through the National Forum Focal Points. The Special Representative of the Secretary General on International Migration and Development shall be invited to the meetings.

Following the first meeting of the Forum in Brussels, the Steering Group and the Troika, with the support of participating governments/National Focal Points, will undertake an assessment of the Forum process, including the preparations and outcome of the first meeting of the Forum and the Operating Modalities of the Forum.

The Steering Group is convened and chaired by the Chair-in-Office. It meets at regular intervals to consider and advise on all relevant policy issues pertaining to the smooth running of the Forum process. It may also create thematic follow-up working groups. It meets in Geneva.

## 3. – FRIENDS OF THE FORUM

The Friends of the Forum is open to all States Members and Observers of the United Nations. Specialised agencies of the United Nations and other international organisations may be invited as observers. It acts as a sounding board, ensures that all

States Members and Observers of the United Nations are kept abreast of Forum-related developments and advises on the agenda, structure and format of each Forum meeting. Friends of the Forum meetings are chaired by the Chair-in-office. They are held, in principle, at least twice in between each Forum meeting, at a venue to be determined by the Chair-in-Office.

#### 4. – SUPPORT STRUCTURE

The Support Structure should assist the Chair-in-Office in preparations of the Forum, including the deliberations of the Steering Group and the Friends of the Forum. It shall be responsible for maintaining the archives and for other related matters such as operating a website.

The support structure is attached to and supervised by the Chair-in-Office. It may be comprised of host government staff as well as experts and advisers seconded from other governments and from interested institutions.

#### 5. – FUNDING

Each Chair-in-Office prepares a comprehensive budget for the respective Forum, indicating the part it will cover through its own resources and the part for which it will require external funding. Provisions for the possible transfer of left-over funds from one Chair-in-Office to the succeeding Chair-in-Office must also be considered.

Financial contributions are paid to a fund administered by the Chair-in-Office. The Chair-in-Office incurs expenditures in accordance with the budget and ensures the efficient management of all funds received, including controlling and auditing.

#### 6. – RELATIONSHIP WITH THE UNITED NATIONS SYSTEM

The Forum does not form part of the United Nations system. However, the Forum maintains, through the Steering Group, links with the Secretary-General, notably through the Special Representative on International Migration and Development. The Forum can also benefit from the expertise of the inter-agency Global Migration Group (GMG) and may consult with the GMG both through the individual institutions and the GMG



chair. The Forum may also consult and cooperate with other relevant international and regional bodies.

The Chair-in-Office conveys the outcomes of the Forum meeting to the Secretary-General.

#### 7. – PARTICIPATION OF CIVIL SOCIETY

Appropriate arrangements shall be made for the participation of civil society, including relevant NGOs.

#### 8. – FORMAT OF FORUM MEETINGS

The Forum meets every year for an inter-active and practice-related dialogue. It is attended by high-level and senior government policy-makers and its deliberations are held under Chatham House Rules. An outcome report is prepared at the end of each Forum.



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