

**FIFTH MEETING OF THE GLOBAL FORUM ON MIGRATION AND DEVELOPMENT (GFMD)  
GFMD 2011 CONCLUDING DEBATE  
Geneva, Switzerland  
1 – 2 December 2011**

*TAKING ACTION ON MIGRATION AND DEVELOPMENT – COHERENCE, CAPACITY AND  
COOPERATION*

REPORT OF THE PROCEEDINGS

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## I. Acknowledgements

With around 214 million international migrants worldwide and ever new challenges to overcome in order to achieve humane and secure circumstances for migrants as well as prosperity for their host societies and countries of origin alike, platforms for international exchange such as the GFMD are of pivotal importance for trust-building, promoting partnerships and fostering international policy coherence. It is on this note that Switzerland in 2011 accepted the honorable task of leading the Global Forum on Migration and Development – currently the most important platform for international dialogue on migration and development.

The Government of Switzerland is delighted to present this report on the GFMD 2011 Concluding Debate<sup>1</sup>, the final event of the Global Forum on Migration and Development under the auspices of the Swiss chairmanship.

This report gives an account of the successful new approach taken by Switzerland. Under the central theme “Taking Action on Migration and Development – Coherence, Capacity and Cooperation” we sought to make the GFMD 2011 a year dedicated to action. In this spirit, Switzerland organized 14 thematic meetings in various regions of the world around the three thematic clusters of the GFMD 2011 in close cooperation with interested states and other partners. The substantive discussions at the working sessions of the GFMD 2011 Concluding Debate have been particularly fruitful because of this comprehensive preparatory process preceding the final meeting. We are proud to conclude that through this process the objective of linking the local, national and regional discussions of the smaller regional thematic meetings to the global level at the GFMD 2011 Concluding Debate has been achieved.

The GFMD 2011 generated a significant momentum in the history of the GFMD due to this innovative work approach and the completion of Phase I of the GFMD Assessment exercise. In Puerto Vallarta, the Friends of the Forum decided to undertake a two-phased assessment of the GFMD process. By conducting a survey on the existing operating modalities of the GFMD, an Assessment Team of 14 committed governments laid the groundwork for an informed improvement of the Forum in the future. The results of the survey demonstrated that participating states greatly appreciated the added value of the Forum in terms of promoting the exchange of knowledge and experiences.

Furthermore, the GFMD 2011 has successfully maintained the “tried and trusted” features of the Forum. Similar to the traditional thematic roundtables, the working sessions at the Concluding Debate provided the opportunity for in-depth discussions about migration policy matters of global relevance. Moreover, the close and fruitful exchange with non-governmental partners was sustained both by linking the civil society and the government process and by staging a sequel to the successful Common Space in 2010 for a dynamic debate on matters of shared concern.

True to its motto, and through this inspiring fusion of old and new, the Forum has again been able to foster a practice-oriented dialogue on migration and development, leading to viable policy recommendations<sup>2</sup>, and the launch of new initiatives and partnerships.

The realization of GFMD 2011 was only made possible thanks to the dedicated efforts of all parties involved. The ambitious approach of Switzerland to hold regional thematic meetings in preparation of the annual global event was successful through the enthusiasm and commitment of the many

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<sup>1</sup> See Annex A for the program of the GFMD 2011 Concluding Debate.

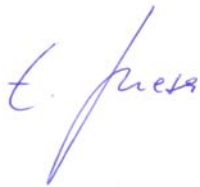
<sup>2</sup> See Annex B for the list of GFMD 2011 Outcomes and Recommendations.

governments who hosted, chaired and co-chaired these meetings, as well as the invaluable support received from international organizations in the preparation of the thematic meetings.

Moreover, the unwavering commitment of our civil society partner, the International Catholic Migration Commission, in coordinating the 2011 civil society process and successfully organizing the Civil Society Days deserves a special note of acknowledgement. In addition, Switzerland is particularly grateful to Sir Peter Sutherland, Special Representative of the UN Secretary-General for International Migration and Development for his steadfast engagement in the GFMD.

Last but not least, I wish to express my sincere appreciation to the Swiss GFMD Taskforce, comprising members of the Federal Department of Foreign Affairs, the Federal Office for Migration, the State Secretariat for Economic Affairs, the international advisers and the GFMD Support Unit. Their professionalism and dedication were key to the success of Switzerland's chairmanship of the GFMD 2011.

On behalf of my Government, I extend my sincere gratitude to the Friends of the Forum for placing their trust in Switzerland in leading the Global Forum on Migration and Development at a crucial moment in its history, and I wish the Government of Mauritius success in continuing to guide the Forum towards a prosperous future for the benefit of migrants around the globe.



**Eduard Gnesa**

Special Ambassador for international Cooperation in Migration  
GFMD 2011 Chair

## II. Introduction

The Global Forum on Migration and Development (GFMD) is a state-led, voluntary, non-binding and informal consultative process open to all member states and observer states of the United Nations. UN agencies and other international and regional bodies may be invited as Observers. The GFMD was created upon the proposal of the United Nations Secretary-General at the UN General Assembly High-level Dialogue on International Migration and Development in September 2006. The Forum's purpose is to address the multi-dimensional 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, cooperation and partnership and to foster practical and action-oriented outcomes at the national, regional and global levels.

The first meeting of the Forum was hosted by Belgium on 9-11 July 2007. The main goal of this meeting was to examine the impact of migration on social and economic development, in terms of human capital development and labour mobility on the one hand, and the contribution of migrant resources on the other hand.

The second GFMD meeting took place in Manila, Philippines on 29-30 October 2008. It revolved around the central theme, "Protecting and Empowering Migrants for Development". The third meeting of the GFMD was hosted by Greece in Athens on 2-5 November 2009 with the overarching theme, "Integrating Migration Policies into Development Strategies for the Benefit of All". The fourth meeting of the GFMD with the main theme of "Partnerships for Migration and Human Development: Shared prosperity – Shared responsibility" was convened by the Government of Mexico in Puerto Vallarta from 8-11 November 2010.

In lieu of the traditional format of annual GFMD meetings, GFMD 2011 provided a space for a series of smaller, focused and action-oriented meetings around the world. By decentralizing and moving the GFMD activities "to the field", the Swiss Chair-in-Office explored some of the practical applications of the GFMD discussions at national, regional and inter-agency levels, and tapped into the concrete experiences of migration practitioners on the ground.

14 thematic meetings were organized under three thematic clusters – labour mobility and development (cluster I), addressing irregular migration through coherent migration and development strategies (cluster II) and tools for evidence-based migration and development policies (cluster III). These thematic meetings built upon the content and key outcomes of previous GFMD meetings and supported the Chair's flagship theme ***Taking Action on Migration and Development – Coherence, Capacity and Cooperation***. The findings of these thematic meetings were reported back to the GFMD Chair and the Friends of the Forum at the GFMD 2011 Concluding Debate held in Geneva on 1-2 December.

Complementing the GFMD 2011 Concluding Debate, the Civil Society Days<sup>3</sup> took place on 29-30 November, preceding the Government Meeting on 1-2 December. The GFMD 2011 Civil Society Days were coordinated by the International Catholic Migration Commission (ICMC).

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<sup>3</sup> See Annex C for the program of the GFMD 2011 Civil Society Days.

### III. Preparatory Process

Under its overarching theme, “Taking Action on Migration and Development – Coherence, Capacity and Cooperation” – GFMD 2011 pursued three key objectives: (i) to focus on action by drawing on the concrete experiences of migration practitioners “on the ground”, (ii) to do this in partnership with GFMD participating governments, while also involving regional and inter-regional processes and bodies, international organizations and civil society, and (iii) to decentralize the GFMD activities, but bring back their results to a transregional meeting at the end of the year, thus preserving the global character of the process.

To achieve these objectives, the GFMD 2011 introduced a different format, which entailed a more dynamic and action-oriented preparatory process all year round. From January to October 2011, the GFMD process moved to the field, to the regions and countries where governments and other partners seek to make policies and programs work “on the ground”. A series of 14 small, focused and action-oriented meetings<sup>4</sup> were organized by the Swiss GFMD Taskforce in partnership with other governments, the Global Migration Group and other international organizations, as well as the civil society and the private sector.

As in past years, the Swiss GFMD work plan also included the usual preparatory meetings of the Steering Group and the Friends of the Forum in Geneva. Another priority area was the first phase of the GFMD Assessment process. Also included in the overall work agenda were the supporting activities of the two GFMD *ad hoc* Working Groups – one on “Protecting and empowering migrants for development” and the other on “Policy coherence, data and research” – and the GFMD Platform for Partnerships.

At the helm of the GFMD 2011 was Eduard Gnesa, Swiss Special Ambassador for International Cooperation in Migration. He chaired all preparatory meetings of the GFMD, as well as the GFMD 2011 Concluding Debate. He was assisted by a Taskforce that included national and international experts and advisors. Four Swiss agencies formed part of the Swiss GFMD Taskforce, namely, the Human Security Division and the Swiss Agency for Development and Cooperation of the Federal Department of Foreign Affairs, the Swiss Federal Office for Migration of the Federal Department of Justice and Police and the State Secretariat for Economic Affairs of the Federal Department of Economic Affairs.

Throughout the year, the Swiss Chair benefitted from the assistance of the GFMD supporting structures: a) the **GFMD Troika** – including, alongside Switzerland, former Chair Mexico and future Chair Sweden, and later the successor Chair Mauritius – provided strategic guidance and close collaboration to the Chair in Office; b) the **GFMD Steering Group** – comprised of 36 member countries<sup>5</sup> – offered conceptual and political support; c) the **Friends of the Forum** – consisting of all states members and observers of the United Nations, specialized agencies of the United Nations, as well as other international organizations, international foundations and regional processes – deliberated on the agenda and format of GFMD 2011, informed the governments and key stakeholders of Forum-related developments, and helped ensure their participation at the final meeting in December; and d) the **GFMD Support Unit** – the light support structure based in Geneva

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<sup>4</sup> Go to <http://www.gfmd.org/en/documents-library/switzerland-2011.html> for information on the GFMD 2011 thematic meetings.

<sup>5</sup> In September, the Government of Mauritius joined the GFMD Steering Group, which also included Argentina, Australia, Bangladesh, Belgium, Brazil, Canada, Ecuador, Egypt, France, Germany, Ghana, Greece, India, Indonesia, Israel, Japan, Kenya, Mexico, Morocco, Netherlands, Norway, Philippines, Portugal, Qatar, Republic of Korea, Senegal, South Africa, Spain, Sweden, Switzerland, Thailand, Tunisia, United Arab Emirates, the United Kingdom and the United States of America.

– provided essential administrative, financial and organizational services to the Chair-in-Office, including financial assistance and travel facilitation for subsidized delegates. The latter also administered the GFMD Platform for Partnerships.

Furthermore, continued strategic advice and support was given to the Chair and to the overall process by Sir Peter Sutherland, Special Representative of the UN Secretary General for Migration and Development. He participated in meetings of the varied GFMD bodies – the Assessment Team, the Steering Group and the Friends of the Forum – during the year. He also chaired the Special Session on the GFMD Assessment at the GFMD 2011 Concluding Debate.

Indeed, the GFMD traveled the world in 2011, not only by organizing the 14 regional thematic meetings, but also by participating in related events on international migration, such as the Abu Dhabi Dialogue in January, the UN Coordination Meeting on International Migration in February, the Informal Thematic Debate organized by the President of the UN General Assembly in New York in May, the Colombo Process Ministerial Meeting in Dhaka in April, the GMG Principals Meeting in Paris in November, and the Global Regional Consultative Processes (RCPs) Meeting in Botswana in November. In all of these engagements, the Swiss Chair sought the cooperation of other governments, civil society representatives and international organizations to help ensure a successful GFMD 2011.

In the lead-up to the GFMD 2011 Concluding Debate in Geneva on 1-2 December 2011, the Swiss Chair called three meetings of the Friends of the Forum and four meetings of the Steering Group.<sup>6</sup> These meetings discussed the Chair's concept paper and work plan, provided updates on the progress of the thematic meetings, addressed Future-of-the-Forum related issues such as the GFMD funding situation and future chairmanships, called for sustained financial support, and informed all stakeholders about the progress of preparations for the GFMD 2011 Concluding Debate.

The Chair also convened eight meetings of the 14-member GFMD Assessment Team<sup>7</sup>. The latter deliberated on the modalities of the first phase of the GFMD Assessment exercise, mandated a Swiss expert for the survey on the GFMD, helped prepare the GFMD Assessment questionnaire, and drafted the assessment report based on the responses of 66 governments and 10 GFMD observers.

The substantive agenda and work program of the GFMD 2011 Concluding Debate were structured around the three cluster themes of GFMD 2011. Each of the 14 thematic meetings produced a summary report which was posted on the GFMD web portal after each event. In August, three government teams were formed, involving 24 governments in total, most of which co-chaired the various thematic meetings. In coordination with the Swiss Taskforce, these government teams prepared the Cluster Summary Reports<sup>8</sup> which served as background papers for the Concluding Debate in Geneva on 1 and 2 December 2011.

To promote a collective sense of ownership of and responsibility for the GFMD process, the Swiss GFMD Chair called on all governments to provide financial assistance to the Forum. In February, the Chair presented to the Friends of the Forum a core budget of USD 2,155,232 which, for the first time, brought together all related GFMD costs, including the Support Unit operation. Twelve

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<sup>6</sup> See <http://www.gfmd.org/en/documents-library/switzerland-2011.html> for the Calendar of GFMD 2011 Activities.

<sup>7</sup> The GFMD Assessment Team included 14 Governments representing key regions – Argentina, Bangladesh, Brazil, Canada, India, Kenya, Mexico, Morocco, Netherlands, Philippines, Sweden, Switzerland and United Arab Emirates. Mauritius joined the Assessment Team as of its 7<sup>th</sup> meeting on 27 September 2011.

<sup>8</sup> See <http://www.gfmd.org/en/documents-library/switzerland-2011.html> for the Cluster Summary Reports.

governments stepped forward and offered financial assistance amounting to around USD1,280,487.<sup>9</sup> The funding gap was bridged by the Swiss Government.

The Swiss Government also shouldered the bulk of organizational expenses associated with the 14 thematic meetings. Some of these meetings were supported, financially and in-kind, by other governments, international organizations, civil society organizations and other related entities.<sup>10</sup> The Swiss GFMD Chair likewise contributed to the civil society process and funded the assessment exercise.

Running in parallel with the government process was the civil society process, which was coordinated by the International Catholic Migration Commission (ICMC), upon the invitation of the Swiss Government. ICMC worked with a core group of 15 civil society leaders and consulted with over 200 diverse individuals and organizations in developing the themes and programs of the Civil Society Days, also held in Geneva on 29 and 30 November. A link between the civil society and the government process was achieved through a report on the Civil Society Days at the Opening Session of the GFMD 2011 Concluding Debate, followed by the Common Space.

#### **IV. GFMD 2011 Civil Society Process**

Civil society actors are often the unsung heroes of the Migration and Development story, the important judges of policies, the unofficial implementers of activities, the advocates of migrants' rights and the promoters of migrants in their capacity as agents of development and change at the negotiating table. Therefore the Swiss Chair, in 2011, emphasized meaningful interaction with civil society, which included the following aspects:

##### **Independence of the civil society process:**

The first line in the concept paper of the GFMD Civil Society Program for 2011 states: *“For the first time in five years of the Global Forum on Migration and Development, civil society has the possibility to design its own focus and program of activities within the GFMD process...”* Thus, the GFMD 2011 civil society agenda, largely based on the needs of its diverse representations and with direct references to the government agenda, was comprehensive and designed to ensure more ownership by civil society itself and offer more opportunities for dialogue with governments.

Upon the invitation of the Swiss Chair, the International Catholic Migration Commission (ICMC) took responsibility for coordinating the civil society process in its entirety, working together on the themes and outlines for the civil society activities with a core group of 15 civil society leaders and consulting with over 200 diverse individuals and organizations.

##### **Partnership:**

By identifying a direct interlocutor within civil society to coordinate the process in 2011, the Chair entrusted civil society with its own responsibility for the GFMD, upon which to build a partnership of trust. In establishing a direct partnership with ICMC, the Chair intended to initiate a more sustainable set-up for engagement with civil society organizations in an in-depth manner, to ensure more continuity in the dialogue, more effectiveness in the collaboration, and more endurance and success for the GFMD.

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<sup>9</sup> This is based on a preliminary Financial Report on GFMD 2011, prepared jointly by the GFMD Support Unit and the International Organization for Migration (IOM), host of the Support Unit.

<sup>10</sup> See Annex D for the Acknowledgement of Contributions to GFMD 2011.

**Regular dialogue between civil society and governments:**

The civil society was able to participate in different meetings around the year. Various civil society representatives participated in a number of thematic meetings that were held around the world even if the primary target audience were government officials. These workshops witnessed the participation of a variety of civil society stakeholders including migrant-led and diaspora organizations, development organizations, migrant rights groups, academia, the private sector and other organizations related to the broader migration and development context.

The two Joint Symposiums convened at the end of August and October between governments and civil society offered a space for Swiss and international civil society and governments to brainstorm with governments, academics, international organizations and each other about the GFMD: the outcomes of GFMD 2010 in Mexico, the connections between these and the thematic program for GFMD 2011, the role of civil society in the GFMD, and how to build on the efforts of 2010 to strengthen interaction between civil society and governments in the GFMD 2011.

Furthermore, the Common Space aimed to achieve constructive, honest and transparent dialogue between governments and civil society; to explore, inspire and instigate new forms of cooperation and to build common ground in finding alternatives to irregular migration in the context of demographic and youth (un-)employment trends.

Lastly, the opportunities for governments to meet with representatives of civil society from their respective countries, as organized under the auspices of the Civil Society Days were used to great satisfaction by a number of governments.

**Inclusion of Swiss civil society in the global process:**

The Swiss Chair ensured that Swiss civil society actors were able to build on the experience of their engagement in the 2011 Global Forum. The participation of Swiss civil society actors in the process allowed them to better organize themselves and clarify their positions on the themes of GFMD 2011. As a result, the recommendations of the Swiss civil society are certain to inspire a new and improved debate on migration and development within Switzerland.

**Civil Society Days:**

The GFMD 2011 Civil Society Days on 29 and 30 November witnessed the participation of numerous government representatives. The two days of working sessions built upon the recommendations of past GFMDs and brought to light new concerns, which were then presented in the civil society statement to governments during the Opening Session of the GFMD 2011 Concluding Debate.<sup>11</sup>

The statement, presented by GFMD Civil Society Days Chair, Mr. William Gois of Migrant Forum Asia, focused on irregular migration, family unity, and labour mobility. Reflecting the deliberations of the more than 180 civil society participants from around the world, the statement called for an end to the criminalization of irregular migration. The statement also emphasized that circular and temporary labour migration schemes should not replace permanent employment and should include pathways to permanent residence status and citizenship.

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<sup>11</sup> See Annex E for the Statement on the Civil Society Days.



Following are some important facts and figures about the GFMD 2011 Civil Society Days:

**Participation in the Civil Society Days:**

While a total of 625 applications from civil society organizations were registered, ICMC in consultation with a core group of 15 civil society representatives selected 186 civil society delegates, representing 61 different nationalities. 73 of the total selected delegates were migrants, while 50 served as speakers and panelists. Also participating in the GFMD 2011 Civil Society Days were 45 observers from regional and international organizations, 43 special guests, 71 government delegates from 35 countries and 18 media representatives.

**Delegate diversity:**

For the first time in the five years of the GFMD, the largest group of delegates (38) was from diaspora/migrant-led organizations. The second largest group of delegates (34) was from human rights organizations, followed by those from development organizations, labour organizations, academia and think tanks, and private sector. 16 delegates represented Swiss civil society organizations. 95 delegates were male, 91 were female. 88 of the participating organizations had been active in Africa, 82 in Europe, 79 in the Americas, 77 in the Asia-Pacific, and 51 in the Middle-East.

**Geographic and thematic scope:**

87 of the delegates' organizations worked at a global level, 102 at a regional level, 124 at a national level and 88 at a local level. The selected civil society organizations had such diverse thematic foci ranging from regularization of undocumented migrants to family unity and reunification, the right to "not migrate" and re-migrate, increasing positive alternatives to irregular migration, including jobs creation in countries of origin and legal channels of migration, the increasing role of diaspora for development, key agents of change in labour migration, "labour matching", temporary and circular migration and other operational mechanisms on labour migration, and the ILO Multilateral Framework for Labour Migration.

## V. Government Meeting

### a. Opening Session

The GFMD 2011 Concluding Debate was opened by **Ambassador Eduard Gnesa**, GFMD 2011 Chair, in the presence of **Federal Councillor Simonetta Sommaruga**, Head of the Swiss Federal Department of Justice and Police; **Mr. Thomas Stelzer**, UN Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs; **Sir Peter Sutherland**, Special Representative of the UN Secretary General for International Migration and Development; **Ms. Pilar Alvarez-Laso**, UNESCO Assistant Director for the Social and Human Sciences, representing the Global Migration Group (GMG); and **Mr. William Gois**, Regional Coordinator of the Migrant Forum in Asia and Chair of the GFMD 2011 Civil Society Days.

Ambassador Gnesa warmly welcomed some 600 delegates from about 160 countries and 36 GFMD Observers, as well as around 120 civil society representatives. In his opening address, the Swiss GFMD Chair observed that the Global Forum has helped shape the global debate on migration and development. Through its inclusive approach, ongoing consultations and follow-up activities, the GFMD has evolved into a process rather than just an annual conference. He added that the annual meetings have in their own ways created a basis for governments and other actors to deal more effectively with the contributions that migration can make to development.

The Swiss Chairmanship had taken the Forum one step further in 2011 by providing a space for a series of small and focused thematic meetings organized in different parts of the world. Under the overarching theme, *'Taking Action on Migration and Development- Coherence, Capacity and Cooperation'*, three broad areas were addressed, namely, Labour Mobility and Development; Addressing Irregular Migration through Coherent Migration and Development Strategies; and Tools for Evidence-based Migration and Development Policies.

The GFMD had traveled the world in 2011 by hosting 14 workshops in Dubai, Kingston, Accra, Dhaka, Berne, Abuja, San Salvador, Istanbul, Marseille, New York, Batumi, Taroudant, Chisinau and Manila. These meetings were attended by over 1200 participants from governments, international organizations and civil society representatives. Through these workshops, the GFMD has gathered a great wealth of knowledge and best practices which were discussed during the two-day Concluding Debate.

Ambassador Gnesa expressed confidence that the six thematic working sessions of the Concluding Debate, through the guidance of the working session Co-chairs, would result in an interactive and open debate on the issues at stake, producing innovative conclusions and concrete outcomes to support migration and development policies on the national, regional and global levels. The Concluding Debate also aimed to discuss the second phase of the GFMD Assessment to be carried out in 2012. A special session on the Platform for Partnerships would examine the progress it has achieved to date and where the Platform is headed in the future. Finally, the new session on the relationship between the GFMD and non-governmental partners would aim at having a better understanding and management of the migration- development connections.

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In her key note speech, **Federal Councillor Simonetta Sommaruga** discussed why migration was beneficial to the development of Switzerland. According to her, migration is never just good or bad. It is about compromises and pragmatic weighing up of costs and benefits. Switzerland is deeply engaged in the GFMD because of its national interest, which should be the starting point of any national migration policy.

She cautioned however that a country that tries to develop migration policy without looking beyond its own borders will fail. In this regard, it was necessary for Switzerland to find partners from across the globe to help address the challenges it was facing. But this was only possible if Switzerland were to seriously consider the challenges of its partners. Citing the example of Switzerland's partnership with Guinea on migration issues, she expressed Switzerland's short term interest in good cooperation on issues of return and readmission, but emphasized that it is also in the explicit interest of Switzerland that migration should not take place out of necessity due to poverty and hardship. This can only be achieved if there are real prospects at home. National interest can be better addressed through international cooperation than through national stand-alone policies. She urged that protection and defense of human dignity be at the heart of migration policies, adding that migrants must not be treated as a commodity or a bargaining chip.

Finally, she emphasized that migration was and is indispensable for Switzerland's development. Economic development attracted many innovative people who have been crucial to Switzerland becoming one of the wealthiest countries on earth, making it a net country of destination. At the same time, Switzerland for centuries has been above all a country of origin, with 11% of Swiss citizens living abroad even today.

Federal Councillor Sommaruga welcomed all participants of the GFMD 2011 Concluding Debate and left them with the challenge to think “out of the box” and to seek, find and implement new and better ways of working together for the sake of their common interests.

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After the keynote address, the Swiss GFMD Chair called on **UN Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs Thomas Stelzer** to introduce the video-message of the UN Secretary-General, Ban Ki-moon. Mr. Stelzer praised the Swiss GFMD Chair for organizing fourteen thematic meetings in a pioneering approach towards a more focused and action-oriented Global Forum. While remaining faithful to the state-led nature of the forum, the GFMD 2011 worked with international organizations and civil society in organizing said meetings and built synergies among all concerned stakeholders. He also recognized that under the able leadership of Switzerland, the first phase of the GFMD Assessment was successfully completed, the report of which clearly shows that the Global Forum has been very successful in advancing informal and concrete dialogue between participating states.

Mr. Stelzer reported that on 19 May 2011, the President of the General Assembly organized an informal thematic debate on international migration and development, where advances made by the Global Forum informed and enriched the debate, and showcased various national initiatives to lower the transfer costs of remittances, to engage transnational communities in development efforts, and to foster circular migration. This informal thematic debate demonstrated that the state-led Global Forum and United Nations can mutually reinforce each other.

Suggesting that more needs to be done, he pointed to the assessment results which indicate that there is room to improve the exchange of best practices at country levels and to strengthen partnerships between governments and other stakeholders. He believed that the United Nations and the Global Migration Group (GMG) can play a key role in this regard. He cited the report of the Secretary-General on international migration and development prepared for the 65<sup>th</sup> session of the General Assembly, which illustrated how the GMG has, over the years, increased its efforts to implement Global Forum outcomes. He advocated for GMG members with field offices to jointly assist member states in examining the regional and country-specific aspects of international migration and its relationship with development. He also urged all member states to work closely with Mr. Sutherland in preparing the agenda of the second High-level Dialogue on International Migration and Development in 2013 to help ensure its success. He anticipated that in late 2012, the General Assembly will adopt a resolution on the modalities of the 2013 High-level Dialogue. For this purpose, an information note<sup>12</sup> on the preparatory process for the High-level Dialogue was made available during the meeting.

In a two-minute video message, **UN Secretary-General Ban Ki-moon** complimented the Global Forum for meeting at a crucial time, when remittances surpass foreign direct investments in many developing countries. Yet too many migrants face exclusion, discrimination, violence and other vulnerabilities, as shown in the recent uprisings in North Africa. He thus challenged the GFMD to find ways to leverage migration for the common good. He encouraged the Forum to help migrants move safely and legally, protect their rights, and encourage their contributions to the countries that they have left and the countries where they live.

The UN Secretary-General commended the GFMD for having advanced initiatives aimed at reducing the cost of remittances and empowering migrants, and for making it possible for the migrants to return home. He called on everyone to build on the achievements of the GFMD in order to make the

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<sup>12</sup> See Info Note on “International Migration and Development at the UN” at [www.gfmd.org](http://www.gfmd.org).

most of the High-level Dialogue in 2013. He expressed the hope that all GFMD actors will be equally brave in finding ways to make migration work for development. On this note, he wished for the Concluding Debate to be a great success.

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Speaking on behalf of UNESCO, current Chair of the Global Migration Group (GMG), **Ms. Pilar Alvarez-Laso, UNESCO Assistant Director-General for the Social and Human Sciences**, congratulated Switzerland for successfully chairing the GFMD 2011. She praised the Swiss GFMD Chair for having introduced innovations to the format, modalities and content of the Forum. She also expressed satisfaction with the close cooperation between the GMG and the GFMD in 2011, which afforded the GMG the opportunity to show how significantly it can contribute to the Global Forum process.

Ms. Alvarez-Laso also congratulated Mauritius for offering to chair the GFMD 2012. She assured the Government of Mauritius that the GMG stands ready to provide Mauritius with all the support it will need to make 2012 a success.

She reported that in 2011, the GMG worked with a wide range of stakeholders to tackle the challenges and harness the benefits of international migration. The GMG's work has taken a wide angle including policy relevant research, analysis of global trends and implementation support to international legal instruments aimed at protecting migrant workers and members of their families, refugees, as well as victims of migrant smuggling and human trafficking.

She looked back ten years ago, when there was neither the GFMD nor the GMG, and when migration was raised only on the margins of global policy debates. The last decade according to her has seen major steps taken forward by the international community in addressing migration issues. Today, states exchange good practices and cooperate at the international level. Both states and non-state actors are wielding a comprehensive approach to migration, addressing its many dimensions including development, social transformation, decent work, social inclusion, human rights, and increasingly, climate change.

In closing, Ms. Alvarez-Laso enjoined all stakeholders to recognize migration as a key adaptation strategy to environmental changes, and to take account of environmental factors in immigration policies.

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The Statement of the 2011 Civil Society Days held on 29 and 30 November 2011 was delivered by its Chair, **Mr. William Gois**, Regional Director of the Migrant Forum in Asia.

Mr. Gois reminded all member states that human mobility is happening and is unstoppable. There is a need for the global community to better respond to this global phenomenon. To this end, 186 civil society delegates from 61 countries, including 73 migrants – the largest number of diaspora and migrant organizations participating in the GFMD to date – met in Geneva, along with 160 observers, guests and governments during the Civil Society Days (CSD) of the GFMD 2011. The two day deliberations focused on labour migration, development alternatives to migration, and the protection of migrant workers and their families – which complemented the government meeting agenda.

Following are the highlights of the GFMD 2011 Civil Society Statement:

- *Global Governance and Rights* - Civil society agreed that any emerging global governance system must have an indisputable basis in normative frameworks. They also urged the ILO to show new energy and new commitment to organizing practical and rights-based approaches to labour migration - for the long overdue review of labour migration itself and not just for development, and for the protection of native as well as migrant workers and their families.
- *Re-imagining Labour Mobility* - Delegates reiterated points made in previous CSDs that circular and temporary labour migration schemes should not replace permanent employment and should include pathways to permanent residence status and citizenship. They also emphasized the need to focus on development needs of countries of origin via financing for development commitments made by developed countries, so that labour migration would no longer be a necessity for many workers.
- *Family Migration* - Civil society called on governments to ensure that the right to family unity and reunification and the well-being of the family are the cornerstones of migration policies. Support systems for transnational families to mitigate the hardship caused by migration must be implemented, including child protection systems and access to education, services, psychological support, health insurance and investment.
- *Irregular Migration* - Civil society reaffirmed their view that governments must stop the criminalization of migrants with irregular status. They also urged governments to reallocate resources from border controls to enforcement of labour standards to protect all workers and reduce the economic incentives to hire and exploit irregular migrants.
- *Human and Economic Development* - Civil society criticized development programs and assistance that focus more on efforts to repatriate irregular migrants than real, broad, development. When it comes to linkages between migrant diasporas and local sending communities, it is important to involve local stakeholders, create relationships built on trust, remove red tape, speed up decisions on project funding, and encourage direct partnership between diasporas and the private sector.
- *Migrant and Diaspora Empowerment* - Migrants' participation in the development of policy should be guaranteed. Governments have the responsibility to promote and practice dialogue with civil society; therefore there should be a space for consultation. Networks could be created at regional level for advocacy with authorities.
- *Future of the Forum* - The UN High-level Dialogue on International Migration and Development is a pivotal event and civil society is eager to play an integral role in the preparations and outcomes. Civil society also affirmed that the primary concern is the future of the migrants, more than the future of the forum.

#### **b. Common Space**

The GFMD meeting in Mexico in 2010 introduced the "Common Space" as an inter-active session that engaged a cross-section of panelists and delegates from governments, civil society and international organizations. The Common space was widely perceived as a positive contribution towards joint engagement, conversation and cooperation among these actors.

Building upon the successful experience in Mexico, the Common Space at the opening session of the GFMD 2011 Concluding Debate on 1 December was organized with the same objectives and along similar lines together with the GFMD 2011 civil society coordinator, ICMC. The proposed theme of the Common Space was “*Looking at the Big Picture: Demographics, Youth (Un-)Employment, Development and Migration*”.<sup>13</sup>

Under the guidance of a skilled moderator, the Common Space was structured around a 3-hour plenary, with two parts: (1) a brief opening presentation offering a data-centred, dynamic snapshot of “the big picture” of **demographics, youth (unemployment), development and migration**; and (2) a panel discussion on **alternatives to irregular migration**, focusing on two complementary chapters *a) Sustainable development, job creation and safe and legal avenues for migration and b) Regularization and measures to remedy & reduce the demand for irregular migration*.

Each chapter of the panel discussion included a number of government and civil society panelists, as well as a discussant from an international organization.

The moderator, Ms. Zeinab Badawi, a BBC journalist, opened the Common Space session with a few thought-provoking introductory remarks. She reminded participants of the Durban Conference on Racism and Xenophobia ten years ago where the discussions on racist and xenophobic tendencies towards migrants featured prominently. In discussions pertaining to migrants and particularly irregular migrants there was a prevailing sense that people forgot the principles of anti-racism. It was time to have a wider debate on migration, to remember the existence of real people behind the statistic and headline, and to realize that negative attitudes towards migrants reinforced existing prejudices towards people of color, regardless of their status. It is important to break this conspiracy of silence on irregular migration, where people may be criminalized because of their status, and where ‘solidarity’ with such migrants is criminalized. Ms. Badawi hoped for a vigorous, provocative and frank exchange on a topic that has been silently portrayed for a long time.

This was followed by an expert presentation on the overarching theme “Looking at the Big Picture: Demographics, Youth, (Un-)Employment, Development and Migration” by Mr. Rainer Münz, an expert on population change, international migration, and demographic aging and their economic impacts and implications for social security. Mr Münz examined the facts and figures of current demographic and workforce developments, unemployment rates, especially of youth around the world, and how these scenarios affect or are affected by migration and development today and in the future.

Currently at 7 billion, the world population was growing exponentially albeit unevenly in the various continents. The main contributors to this growing population are Asia and Africa. There is a decline in population from Western Europe to Japan and this will continue to be a feature of the demographic trends in these parts of the world. The number of elderly citizens would triple to 1.5 billion by the middle of the 21<sup>st</sup> century. This increase in life expectancy and declining fertility are two factors that are also increasingly playing an important role in global demographic trends. As a consequence, the labour market is affected. Economically active people are shrinking in the West, thus creating an imbalance in the divergent trends of domestic labour markets. On the other hand, many countries with an abundant labour force such as in South Asia and Sub-Saharan Africa are continuously seeing a growth in the youth population. Unemployment statistics are hard to compare. While many individuals work informally, the data differ a lot in the formal sector.

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<sup>13</sup> See Annex F for the format of the GFMD 2011 Common Space and <http://www.gfmd.org/en/documents-library/switzerland-2011.html> for further documentation of the Common Space.

Approximately 215 million people in the world are migrants, constituting 3% of the total world population. Remittances and investments are the most measurable benefits of international migration. Migrants are agents of international finance and are responsible for money to be directly channelled to private households. Brain drain is a prevailing challenge in countries of origin, as a considerable part of their highly educated people live abroad.

20 to 30 million people have an irregular status. Most cross borders legally but administrative defaults such as the expiration of visas lead them to irregularity. Today, to combat irregular migration, some countries build physical defences in the form of walls and fences in an attempt to keep people out. Others try to discourage migration through administrative barriers and by attempting to control the phenomena through national legislations. But with little success, the trends continue to rise.

The development of fair mobility partnerships, skills-building and skills-matching, appropriate migration programs including in circular migration programs and smart migration policies are among the more effective and efficient ways which can help address the interlinked demographic and livelihood issues leading to irregular migration. However, as per Mr. Münz's suggestions, the basis for all of the above methods lies in a message with three core principles: that migrants are not discriminated against; that migrants and nationals of the receiving countries should not be competing; and that migrants have the chance to integrate well and stay if they wish to, in order to better contribute to the development of their home country and their society of residence.

The expert's presentation was followed by a panel discussion on the topic: "Alternatives to irregular migration." The panelists for the first session on *Sustainable development, job creation and safe and legal avenues for migration* included Mr. Anaclet Kalibata, Director General of Immigration and Emigration, Ministry in the Office of the President, Government of Rwanda; Ms. Crecentia Mofokeng, Regional Representative for Africa and the Middle East, Building and Woodworkers International (BWI); and Mr. Göran Hultin, Chief Executive Officer, Caden Corp. The discussant was Mr. Azfar Khan, Senior Migration Specialist at the International Labour Organization (ILO).

Mr. Kalibata elaborated that job creation, in a country like Rwanda, remains an issue. However, people are not forced to migrate. It is their choice. Jobs should be created at a very basic level. The development of appropriate skills, empowerment of women, providing better education, and engaging young people to be innovative are all necessary factors in job creation. Brain drain may be a sensitive issue, since for example many doctors educated in Rwanda look for jobs elsewhere, thus creating a shortage of doctors in Rwanda itself. However, sending countries like Rwanda do benefit from remittances. He also noted that Rwanda, itself, is a country of migrants and has existing policies to support migrants in the form of permanent residency, nationality and dual citizenship.

Ms. Mofokeng mentioned that there is an existing issue in the lack of decent work in various countries where BWI works as a global union movement to promote decent pay and working conditions, a meaningful job with prospects, a good working environment, continuous human resource development and secure employment. Many have to leave their countries of origin because of precarious employment conditions. Governments should create decent employment opportunities for people in their own countries so that migration remains a choice. Another major issue is dealing with recruitment agencies that take advantage of unfortunate migrant workers, some of whom end up in irregular situations. The recognition of skills, need for social protection, more dialogue between social partners, better investments by government in public services and access to education and vocational training in countries that need skills are some of the areas requiring solutions for job creation.

Mr. Hultin indicated that the private sector plays an important role in the area of job creation and that this issue is currently being discussed in the World Economic Forum's Global Agenda Council on Migration. All over the world private sector is grappling with shortage of skills. That is especially true in the current turbulent economic context. It has to be accepted that migration is indeed one of the solutions and has to be viewed in the context of overall labour market policies. Therefore the main issue is to implement appropriate labour migration programs. However, this can be achieved only if the recruitment process in the country of origin is not disconnected with the employment process in the country of destination.

Panelists and participants stressed the need for better regulation, accountability and transparency of recruitment agencies. International labour standards including ILO's Convention 181 needed to be enforced. Governments should ensure that migrant workers have the same labour rights as local workers.

Mr. Khan concluded that employment and job creation are crucial concerns, since there is a need for monetary resources to access our basic need including food, clothing, health etc. The only way to afford these necessities is if people are employed. It therefore becomes a moral obligation and responsibility of the government to provide employment. The ILO believes that migration takes place because of gaps in decent work and lack of employment. Therefore if livelihoods are destroyed people start looking elsewhere. Political will, good governance and the need for institutionalized solutions are therefore a necessity in job creation.

The panelists for the second chapter on *"Regularization and measures to remedy & reduce the demand for irregular migration"* included Ms. Izaura Maria Soares Miranda, Director of the Department for Foreigners, Ministry of Justice, Government of Brazil; Ms. Joanna Sosnowska, European Migration Network National Contact Point, Ministry of Interior and Administration, Government of Poland; and Ms. Michele LeVoy, Executive Director, Platform for International Cooperation on Undocumented Migrants (PICUM). The discussant was Mr. Albert Kraller, Research Officer, International Centre for Migration Policy Development (ICMPD).

The panelists and audience actively participated in discussing the measures and best options to remedy and reduce the demand for irregular migration. Regularization, in particular, as a measure to remedy irregular migration saw passionate statements from governments and civil society alike.

Ms. Soares stated that the Government of Brazil believes that the differences in culture lead to the construction of an enriched and harmonious society that is free of discrimination and prejudice. On many occasions Brazil has incentivized immigration by offering benefits to migrant workers. This included the Italian immigrants in coffee plantations, the Japanese in agriculture and farming, the Germans in industry, and the Lebanese, Syrians and Turks in commerce. A constitutional approach was used in 1988 to help foreigners to assimilate. This led Brazil to promote amnesty for a considerable number of foreigners without a regular status. Brazil sought to regularize irregular migrants over criminalizing them. Restrictive national legislation fosters more irregular migration and criminalization of irregular migrants fosters crime. Regularization therefore benefits both the migrants and countries of destination.

Ms. Sosnowska mentioned that in Europe, on the other hand, regularization indeed continues to remain a sensitive topic. This issue creates a lot of negative emotions especially amongst those sections of the society who feel that regularization will give rise to irregular migrants in Europe. It is important to create coherent policies on migration amongst all European Union (EU) member states.



Ms. LeVoy noted that while governments need to define which category of migrants could be offered regularization as a channel to legalize their stay, it is important to first look at how people become irregular and why regularization mechanisms are needed. The most common path into irregularity is through bureaucratic failures in addressing residence and work permits, inefficient renewals and other associated procedures. On many occasions the work permit is tied to a single employer resulting in the exploitation of workers at the hands of their employers. If the workers complained against such employers their work permits could be revoked leading to irregularity. Regularization is one of the ways of addressing these problems. However, the schemes needed safeguards and mechanisms so that they did not create further irregularity.

The contribution of undocumented migrants to the economy was also emphasized. These migrants are also persons with social and political capital. Irregular status depoliticizes a substantial part of the population thereby discounting them as active citizens. It is important to recognize that the majority of irregular migrants are averse to their status and want to contribute to development. Racist discourse on irregular migrants, usage of incorrect terminology like "illegal migrants" and negative media coverage needed to be challenged.

Addressing labour standards is a key method in reducing the demand for irregular migration. Reallocation of resources from border security to labour inspection needed to be envisaged. A crucial aspect of enforcing labour standards is to focus on the protection of the rights of undocumented migrant workers.

Mr. Kraler concluded that regularization is being used by different governments and is important as one of the elements of migration policy to deal with irregular migration. While it may be, by definition, a 'fix' to the problem it does not solve the problem. There needs to be a continuous revision of policies according to the realities of migration trends. Each country needs to define its own regularization programs depending on its needs. States needed to recognize that in certain cases the return of irregular migrants to their countries of origin may not be feasible. This is true both from a human rights perspective as well as from a migration management and development point of view. In such cases it would be inhumane to leave people in limbo in terms of development or their integration into a country.

It must be kept in mind that regularization is not a magic tool and does not do away with all the ills associated with irregular migration. Receiving countries also needed to ensure that regular migrants do not fall into irregularity due to administrative reasons. Hence immigration law has to be strongly anchored in international human rights law.

The expert Mr. Münz concluded that international migration will continue to remain a necessity in the real world. It is important to look at the youth dimension of international migration. More qualified youth are unable to find jobs in their country of origin. This has also been one of the major factors that led to the Arab Spring earlier this year. The issue of irregular migration cannot be solved without continuous and constructive dialogue between all stakeholders. Receiving countries should be as committed to dialogue as the sending countries and civil society organizations representing migrants' interests. The Government of Mauritius should seek to continue to promote such a dialogue during its chairmanship of the 2012 GFMD.

Sending countries should set an example by granting rights to people in their own countries. Sending countries should also do their utmost to support and assist their Diasporas via diplomatic channels. Receiving countries should use regularization as a possible first step to remedy irregular migration. Another way of addressing the issue would be to reduce the demand for irregular migrants. This can be achieved by cracking down on the employers who hire migrants with an irregular status. Both

sending and receiving countries and civil society representatives should continuously look at best practices, ensure the implementation of such practices and share information to learn from each other.

## VI. Working Sessions

### *a. Cluster I – Labour Mobility and Development*<sup>14</sup>

Cluster Rapporteur: Ms Nahida Sobhan, Minister, Permanent Mission of Bangladesh to the UN in Geneva.

Coordinator: Dr. Irena Omelaniuk, Senior Adviser to the Swiss Chair-in-Office

Cluster I dealt with three key development-related challenges that arise in the context of labour mobility: how to engage the private sector more in labour market planning; how to lower the costs of migration for higher development gains; and the specific case of global domestic workers at the interface of migration and development. It expanded on a number of outcomes from earlier GFMD meetings and studies conducted by the GFMD *ad hoc* Working Group on Protecting and Empowering Migrants for Development, particularly in regard to labour recruitment costs, social protection of temporary labour migrants, gender and family, and the global care worker industry.

The working sessions benefited from six workshops on the three themes, in Bangladesh, Dubai, Ghana, Jamaica, Nigeria and Switzerland, which engaged governments, civil society, private sector and international organizations. Building on the outcomes of the workshops, the Cluster I working sessions discussed practical strategies to make labour migration work better for the human development of migrants and families, and the economic development of their home and host countries. The debates also profited from the collaboration and input of the World Trade Institute (WTI), IOM, ILO, UN Women, World Bank, ICMPD and other international organizations and experts in this field.

#### **Working Session 1.1: Engaging the Private Sector in Labour Market Planning**

Co-chairs: Mr. Uthman Jauhar, Minister, Permanent Mission of Sri Lanka to the UN in Geneva.  
Mr. Gottfried Zürcher, Director for Migration Policy, Federal Office for Migration, Switzerland

Rapporteur: Ms. Malin Frankenhaeuser, Adviser to the Swiss GFMD Chair-in-Office

This session reflected the Swiss Chair's efforts in 2011 to redress the gaps in dialogue and cooperation between government and private sector on migration and development matters, also in the context of the GFMD. The discussion was informed by the outcomes of the thematic meeting in Berne entitled "Markets for Migration and Development"<sup>15</sup>, which drew governments, business, business with social responsibility (BSR) trade experts, civil society and international organizations together to explore strategies and practices for closer collaboration.

<sup>14</sup> For further background details on the themes of these working sessions, refer the Cluster I Summary Report, prepared in consultation with a government team comprising Bangladesh, Canada, Ghana, Indonesia, Jamaica, Nigeria, Philippines, Spain, Sri Lanka, Sweden, Switzerland and United Arab Emirates (see <http://gfmd.org/en/documents-library/switzerland-2011>).

<sup>15</sup> The thematic meeting on this theme was: "Markets for Migration and Development (M4MD): Trade and Labour Mobility Linkages – Prospects for Development?", 13-15 September, 2011, Berne.

The session addressed three questions: how governments can better reflect private sector demand in labour market and migration planning; how companies can participate more in the development of countries of origin of migrant workers; and how the private sector can become more involved in international dialogue on migration and development issues.

### Issues and Observations:

Governments reaffirmed the need to involve the private sector in assessing and planning labour market needs, and where appropriate, immigration programs to help meet those needs, for the developmental benefit of all involved. Business was an important “partner in development”, both in countries of origin and destination. But new policy and institutional frameworks were needed to enable such partnerships. Knowing their national labour market was a precondition for governments to devise effective policies on comprehensive international labour mobility. This required both the capacity to conduct labour market assessments and enabling support structures such as the following:

- Public employment agencies that maintain an overview of available jobs and job-seekers. In some countries, these agencies work effectively with skills databases or registries.
- Tripartite consultation mechanisms (committees, platforms) comprising employers, trade unions and the government, to determine the demand for labour immigration and set yearly quotas and/or react directly to employers’ requests.
- Employer demand-driven labour migration systems. As a fairly new approach, these still need to be fully assessed.

There was a clear message from the session that governments had a primary role to play in managing labour mobility around real labour market needs, among others because of their responsibility to combat unemployment and ensure that employer demand-driven immigration programs did not cause further unemployment and tax burdens for the community. Governments like the Philippines and Eritrea see bilateral agreements as effective tools to structure labour recruitment around agreed labour needs. Some governments pursue tripartite negotiations as a quick and efficient way to achieve consensual policies. Sweden’s new demand-driven labour system does not rely on a points system or quotas, and enables employers to hire the right person for the job, also beyond the EU space and from among foreign students. The effectiveness of this approach still needs to be tested.

Participants agreed that optimal development outcomes can only be achieved when labour mobility is by choice rather than necessity. They considered some practical incentives for the private sector to help retain skills and prevent brain drain, especially in countries undergoing a transition from informal to formal labour markets, and from unskilled to skilled workforces. The needs are different in each country. For example in Lebanon, where there is a dearth of jobs for the highly skilled, the government provides low interest loans to small and medium companies in tourism, health and other sectors to create high level jobs. In South Africa, where skills are scarce in some sectors, the government has adopted an action plan on labour, which includes a registry of skilled persons, career counselling and training, and matching employers’ salary for employees in training. The Czech Republic recognizes that its private sector needs to be better informed about the migration laws and programs before being a viable partner.

Participants agreed that governments in destination countries could consider offering companies incentives to invest more in the countries of origin of migrant workers. For example, the Swiss Government encourages Swiss-based multinational companies to train local workforces beyond their own needs in those countries, and transnational businesses to facilitate more intra-company

transfers. Sweden and other countries are looking to strengthen diaspora incentives to invest in their countries of origin. The use of information technology to inform migrants and mobilize diaspora to invest in job creation back home, and the negotiation of inter-country social security agreements, were some key strategies proposed to strengthen public-private cooperation across borders.

Cross-sectoral collaboration between the public and private sector remains elusive, since each has different interests, time perspectives and obligations: governments need to ensure long-term positive human and socio-economic development, and business operates on shorter term economic imperatives. The private sector also represents a diffuse spectrum of players – employers, business, multinational companies, manpower agencies, sub-contractors, BSR, etc. And each country has its specific governance challenges. The private sector has also been cautious about engaging with the GFMD, which may be somewhat too informal for its purposes. Participants agreed there was a need for more trust and confidence between government and the private sector; and the GFMD could continue the dialogue to strengthen relations through a better understanding of the objectives and the process of the GFMD.

### **Outcomes and Recommendations**

The following outcomes and recommendations emerged from the working session:

1. Governments in destination countries could offer companies seeking to invest in emerging markets incentives to help train the local workforce (beyond their immediate needs), for example by match-funding the training.
2. Destination countries with large numbers of unemployed migrant workers could cooperate with companies in the country of origin to provide employment opportunities for the returning workers.
3. Migrant recruiting companies should be encouraged to invest and participate in community-based programs in countries of origin.
4. Destination countries could increase awareness of the diaspora as potential investors in their country of origin, e.g. with the help of government grants or credits (risk capital).
5. GFMD 2012 could take forward the issue of including the private sector as a dialogue partner on migration and development issues.

### ***Working Session 1.2: Lowering the Costs of Migration for Higher Development Gains***

Co-chairs: H.E. Ambassador Martin Uhomobhi, Permanent Secretary, Ministry of Foreign Affairs, Nigeria

Mr. Alex Zalami, Adviser to the Minister of Labour, United Arab Emirates

Rapporteur: Dr. Irena Omelaniuk, Senior Adviser to the Swiss GFMD Chair-in-Office

This session addressed an issue pivotal to the GFMD debate since its inauguration in 2007 -- that high social, economic and other costs of migration can reduce the potential developmental benefits of migration, particularly lower skilled labour mobility. It represented the culmination of discussions

at three thematic meetings in Asia and Africa<sup>16</sup> and related work throughout the year by the *ad hoc* Working Group on Protecting and Empowering Migrants for Development.<sup>17</sup>

The session was guided by four questions relating to: i) the common factors of good practice for lowering the costs of migration, ii) the role of private sector intermediaries in protecting mobile labour forces, iii) how governments and private sector can work together to better match jobs and skills, and iv) whether South-North and North-North migration patterns might apply to South-South situations.

### Issues and Observations

Participants agreed that lowering the social, economic and other costs of migration is in the common interest of public and private sectors across countries of origin and destination. How to achieve lower costs given the vastly divergent capacities, motivations and incentives of all players was a challenge for policy makers, the business sector and migrants alike. A first step was to identify key points in the migration cycle across countries where costs can be high and strategic actions by governments and their partners in origin and destination countries could make a difference:

- i) *Access to information.* For migrants, ignorance can be expensive, so access to information before departure and after arrival on the conditions and remuneration of the job, the contract, living conditions, rights and entitlements, risks and costs etc. was essential for lowering costs. Recruitment agencies should not have a monopoly on information. The Philippines and Sri Lanka prepare their émigrés extensively before departure; Mexico, Morocco and the Philippines follow up with consular and welfare support in the country of destination. Destination countries like Australia and Canada provide pre-departure orientation and information. The EU Immigration Portal offers online information for people seeking work in the EU, while EU-supported Migration and Mobility Resource Centres cater to those without online access.
- ii) *Lack of contract transparency.* Contract substitution or alteration, or failure by employers to comply with the terms of agreed work contracts reduces mobile workers' earning capacities. The UAE is testing a contract validation scheme in Asia through the electronic transfer of agreed contracts between country of origin and destination.
- iii) *Processing costs,* including for passports, medical check-ups, visas, work permits, transportation etc. Some of the most effective bilateral programs place the onus of these costs on the employer; but governments could also negotiate reduced travel costs with transport carriers.
- iv) *Migrant loans* to help cover the opportunity costs of migration for work, since high repayment fees can reduce migrants' capacities to save, remit and invest. Low cost loans were one of the strategies being explored in the Asian context by the *ad hoc* Working Group on Protecting and Empowering Migrants for Development.

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<sup>16</sup> The thematic meetings on this theme were: "Recruitment of Workers for Overseas Employment", Dubai, UAE, 18-19 January 2011; "Lowering Migration Costs in Collaboration with, and Developing a Model Bilateral Framework with Receiving Countries", Dhaka, Bangladesh, 03-04 October, 2011; and "From Evidence to Action – Facilitating Regional Regular Labor Migration for Development", Abuja, Nigeria, 17-18 October, 2011.

<sup>17</sup> See the Working Group's work plan for 2011 and studies undertaken on low cost loans, labor recruitment, social protection of temporary migrant workers and household effects of temporary overseas work: [www.gfmd.org/en/adhoc-wg/protecting-and-empowering.html](http://www.gfmd.org/en/adhoc-wg/protecting-and-empowering.html).

- v) *Illegal or high recruitment fees.* High fees can create debt bondage that curtails savings, remittances and investments, and encourages overstaying and irregular migration practices. The Philippines stipulates a maximum fee by law, and combines this with a punishment-reward system for registered recruiters. UAE law forbids recruitment fees levied on migrants by UAE-based recruiters. Some kind of public rating or awards system could be an effective way to ensure certain compliance across borders.
- vi) *Ineffective job-matching.* Mismatches between skills and jobs can lead to brain waste, lower earning capacities, high costs to employers, and possibly irregular migration status. Skills training aligned to real job needs (both in the origin and destination countries) was a way of both protecting migrants and empowering them. This was also a problem for migrants returning home with skills not recognized or accepted for work in the country of origin. On-the-job training in the destination country could be complemented by investment in skills recognition and job opportunity schemes. Responsibility for this can be shared by governments and the private sector.

Good practices existed in each of these areas, but differed widely with the geo-political situation, developmental stage, available resources and capacities of the country, particularly between the South and North. Some governments pointed out that the good practices of Canada or Australia may not be affordable for lower income countries, and called for capacity building to ensure that they could be viable partners in migration management. A number of new approaches existed, which could benefit both South-North and South-South labour mobility, for example:

The EU has commenced a project with Moldova to strengthen its National Employment Agency as a viable partner in managing labour exchange. The EU has proposed that its Migration and Mobility Resource Centres could give wider access to the EU Immigration Portal. Sweden's Parliamentary Committee on Circular Migration has taken a broader view of circular migration and recommended relaxing its rules on longer term residence and re-acquisition of citizenship, and to support the development efforts of diaspora in their home country. To address its acute skills shortage, Germany is introducing a new law to ease the recognition of foreign qualifications. Singapore's new law on labour migration seeks to better inform migrants in their own language, dramatically increase penalties for non-compliant employers, and generally foster improved standards in the private sector.

Various aspects of South-South migration were discussed that reflect both positive and negative lessons learned from South-North labour movements. As occurs in some EU countries, regularization of migration status is a specific strategy or policy employed in different regional contexts (ECOWAS, Southern Africa, MERCOSUR) to lower the costs of migration. In the experience of ECOWAS, it is more expensive for all involved to detain irregular migrants than to regularize their status, especially if they are working and reasonably settled into the host community. Under a bilateral agreement with Zimbabwe, South Africa regularizes the status of irregular Zimbabwean workers employed in the country.

A broad discussion on circular migration ensued, with some governments emphasizing how they have benefited from the experiences of bilateral arrangements. Civil Society argued that circular migration was not a good practice, because it denied migrants access to services and permanent residence in the destination country. It was pointed out that there was a need for further discussion on the term "circular migration" or seasonal or temporary migration. Governments counter-argued that most people who work abroad do so to resolve immediate economic problems, not to re-settle permanently; and that there were measurable development benefits from circular migration for the families, economies back home and the host countries. Where such schemes were closely managed between governments or between government and employers, and included protections and

support for the migrants, this reduced the need, and the costs, of intermediaries. Regional economic integration frameworks may also enable the spontaneous circulation of people and skills; for example, under the ECOWAS Protocol on Free Movement, any ECOWAS national working in Nigeria enjoys the right to residence.

Key to ensuring circularity was the enduring link to the home country, and the enablement of migrants or diaspora to move freely between countries, by means of multiple re-entry policies or dual/multiple citizenship. A relatively unexplored factor for assuring such spontaneous circularity were skills and qualifications – important both for effective job-matching up front and for effective labour reinsertion or start-up back home if and when migrants or diaspora return from abroad. Skills training and skills recognition were flagged as important next-steps in the GFMD’s exploration of how to lower the costs and raise the development gains of migration.

### Outcomes and Recommendations

The following outcomes and recommendations emerged from the session:

1. The GFMD could in future discuss the issue of migrant skills/qualifications development and training, as well as skills recognition, for purposes of empowering contract workers and increasing their earning power in the country of destination, and their re-integration potential when they return home.
2. The next GFMD may move forward more concretely on monitoring and regulating recruitment agencies, to ensure accountability.
3. The GFMD should continue to discuss and monitor circular migration and seasonal or temporary migration.

### ***Working Session 1.3: Global Care Workers at the Interface of Migration and Development***

Co-chairs: Ms. Mary Mpereh, Principal Planning Analyst for the National Development Planning Commission, Ghana  
Mr. Easton Williams, Director, Social Policy Planning and Research, Planning Institute of Jamaica, Ministry of Finance and Planning

Rapporteur: Dr. Irena Omelaniuk, Senior Adviser to the Swiss GFMD Chair-in-Office

This working session addressed the specific case study of migrant domestic workers at the interface of migration and development, which had been discussed in two global thematic meetings in Jamaica and Ghana.<sup>18</sup> The case study illustrated all of the major challenges of labour mobility today within a specific sector affecting many lower income countries, and with the added dimensions of gender and family. This followed recommendations at the GFMD 2010 meeting in Puerto Vallarta to continue the focus on gender and on global care workers; and supported the intentions and principles of the new ILO Convention 189.<sup>19</sup>

The discussion was guided by three questions: i) the implications of the global care industry, especially global domestic work, for development; ii) what gender-responsive legal, social and

<sup>18</sup> The thematic meetings on this theme were: “Migrant Domestic Workers at the Interface of Migration and Development: Action to Expand Good Practices”, Kingston, Jamaica, 07-08 September, 2011; and “International Migrant Domestic Care Workers at the Interface of Migration and Development: Action to Expand Good Practice”, Accra, Ghana, 21-22 September, 2011

<sup>19</sup> The ILO Convention concerning Decent Work for Domestic Workers (189) was adopted at the 100th International Labour Conference on 16 June 2011. [http://www.ilo.org/ilc/ILCSessions/100thSession/reports/provisional-records/WCMS\\_157836](http://www.ilo.org/ilc/ILCSessions/100thSession/reports/provisional-records/WCMS_157836)

financial protection measures and services can be showcased for replication; and iii) the data and tools needed for effective, evidence-based policies and programs on migrant domestic workers.

### **Issues and Observations**

Participants generally confirmed that care workers contributed positively to the socio-economic development of their families and countries of origin and destination; but that there were also major negative effects. Policy makers needed to be aware of the implications in order to advocate with politicians for more appropriate policy and program responses.

Among the positive effects, domestic workers send home sizeable remittances, which are used in human capital formation. In Southeast Asia, women tended to send home a larger portion of their salaries than men. For Jamaica and the Philippines, domestic workers contribute to the health, education and well-being of their families and to national development outcomes. The highly regulated Live-in Caregiver program in Canada has contributed to a higher level of education in the Philippines. Among the negative effects are the vulnerability of many women to abuse and exploitation in a sector not recognized in most labour laws, and the situation of families left behind. In the Philippines, Ghana and other countries, children of domestic workers abroad experience higher education opportunities, but many also suffer “care drain” in the absence of their mothers. In lower income countries already facing the multiple challenges of refugees and displaced persons, undocumented domestic workers can place an additional strain on the development efforts of the host country (for example, in Djibouti in the 1970s).

Regularization is one response to this, but the incentives to be regularized can be too low for those who left their home country without proper documentation, often to escape hopeless economic circumstances and avoid expensive or inefficient processes in the countries of origin. The effects of this combination of factors are felt particularly severely in South-South corridors, where the solutions lie as much with the development efforts in the country of origin as with the migration policy responses at destination. It was suggested that development aid may be able to bridge the divide in some lower income countries between action and inaction due to economic and other constraints.

Participants agreed that regular migration opportunities offered the best forms of social protection, particularly if combined with low pre-departure costs, pre-departure information, regulation of recruitment agencies and enforcement in the workplace. The elements of protection at critical points in the migration cycle are the same as for all mobile workers, ranging across: education and information for care workers in the country of origin and destination; education of employers and associated recruitment agencies; welfare support for families at home, counseling and adequate consular support for migrants abroad; monitoring of working conditions; financial literacy campaigns; family reunification; portability of social benefits and reintegration support upon return. Underpinning all these efforts was the urgent need to bring domestic work under the protection of labour laws and for gender-sensitive policies in both country of origin and destination, in line with ILO Convention 189.

Governments agreed that countries of origin, transit and destination can work individually and jointly to ensure more regular, protected movement of domestic workers. The Philippines has abolished recruitment fees and negotiates fair wages with employers for its émigré domestic workers; and deploys welfare officers abroad to support the workers, and family counselors to regularly visit the families back home. Canada’s well regulated universal visa system offers incentives to domestic workers (Live-in Caregivers) to become permanent residents after a period of time in Canada, and through its skills requirements (at least secondary diploma and formal training in



domestic work), has helped foster the growth of training schools in the Philippines. India's overseas workers receive some social security cover including health insurance and resettlement packages when they return. In South Africa, domestic workers are included in the labour legislation, and employers must register their employees for unemployment insurance. Spain has just approved new legislation to protect the rights of domestic workers and ensure access to the minimum wage.

But it was also recognized that despite well-intentioned policies and laws, the situation on the ground is often quite different, in large part because of the difficulty of enforcement, both within and across borders. For example, in many countries, labour inspections are too expensive, and cannot reach all households. Participants agreed that all governments should consider requiring employers to provide mobile phones for their domestic workers, to enable them to call a helpline (as for example India provides), their Embassy or others in case of emergency. These could also assist with crisis responses.

Participants agreed that a major reason for the neglect of domestic work by migration and development policy makers was the chronic absence of data on migration flows, stocks and remittances disaggregated by sex or sector. The Philippines is one of the few countries that collects data on care givers abroad, and uses the data in tripartite consultations and policy-making back home. Models and methodologies for collecting and sharing data are available from expert organizations and groups such as ILO, UNDP, the World Bank and UN Women,<sup>20</sup> but are often not well known or used.

Within and between governments, data collected by one ministry frequently do not match or link to data from other ministries, which can have serious consequences in times of crisis. The Philippines has a rapid response team and crisis desks available; and deploys welfare officers and labour attaches to facilitate quick evacuations. Data on Filipino workers abroad are critical for the government's security and crisis management, and it has been suggested in the context of the *ad hoc* Working Group on Protecting and Empowering Migrants for Development (co-chaired by the Philippines) to include such data in future Migration Profiles.

Some international organizations called for immigration data to be collected via labour market databases (such as the OECD surveys); and for labour surveys to include modules on migration. However, linking labour market and immigration databases could also have negative consequences for the migrants, if the data were used for purposes of immigration enforcement. Some new projects have commenced, for example in Cameroon with EU support, or in India with UN Women support, to collect data and understand the impacts of domestic work abroad. These needed to be followed up for potential lessons for the GFMD. It was felt that governments should explore concrete ways of linking data on labour market needs with recruitment practices, while also giving regard to data protection issues.

As a further information tool for policy makers, UN Women had prepared a checklist of policy and legal elements for drawing up new laws and policies to protect and support migrant domestic workers in line with ILO Convention 189. This had been discussed by participants at the Jamaica and Ghana thematic meetings and posted on the GFMD website ([www.gfmd.org](http://www.gfmd.org)). The working session Co-chairs reported that Ghana and Jamaica had already commenced using the checklist for their policy making.

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<sup>20</sup> See the 2009 report "Migrants Count" by the Commission on International Migration Data for Development Research and Policy, earlier reported on in the GFMD discussions on data, research and policy coherence, and promoted by the Global Migration Group (GMG).

## Outcomes and Recommendations

The following outcomes and recommendations emerged from the working session:

1. Gender and family should continue to be a focus of the GFMD, particularly through ongoing global discussions on domestic workers (expanding on the two workshops in 2011).
2. The Checklist to Protect and Support Migrant Domestic Workers tabled at the thematic meetings and the Concluding Debate can be further discussed via an interactive GFMD website, as a policy tool for governments developing new laws and policies, or revising old ones, to protect domestic workers.
3. The GFMD should follow up on the implementation of the report “Migrants Count” promoted by the GMG; and on the outcomes of efforts in Cameroon and India to collect data on, and understand the impacts of domestic work on development. It should further explore the recommendation of the thematic meetings to include domestic workers (and gender issues generally) in Migration Profiles.
4. Governments need to share knowledge and experiences on gender-responsive legal, social and financial protection measures for migrants through bilateral/ multilateral dialogue and other platforms, since these protections are new for some countries.

### ***b. Cluster II – Addressing Irregular Migration through Coherent Migration and Development Strategies***

Co-chairs: H.E. Juan José Garcia, Deputy Foreign Minister, Ministry of Foreign Affairs, El Salvador  
 H.E. Ambassador Sakir Fakili, Director General for Consular Affairs, Ministry of Foreign Affairs, Turkey

Rapporteur: Mr. David DiGiovanna, Deputy Counselor, Refugee and Migrants Affairs, Permanent Mission of the United States to the UN in Geneva

Coordinator: Dr. Rolph Jenny, Principal Adviser to the Swiss Chair-in-Office

The working session sought to broaden the GFMD dialogue on irregular migration and development<sup>21</sup> and to share ideas and national and international practices to address the development-related causes and impacts of irregular migration in ways that can promote human development. The working session had been prepared on the basis of two thematic meetings, namely a workshop in San Salvador, 4-5 October 2011 on “Cooperation Strategies among states to Address Irregular Migration: Shared Responsibility to Promote Human Development”, and a workshop in Istanbul, 13-14 October 2011, on “Addressing Irregular Migration through Coherent Migration and Development Strategies”. The combined results of these meetings were reflected in a Cluster Summary<sup>22</sup> that served as the basis for the working session discussions.

The session addressed the relationship between irregular migration and development and how the two issues connect for purposes of identifying appropriate policy responses to irregular migration, including viable alternatives to irregular migration. It discussed the causes and impacts of irregular

<sup>21</sup> The 2010 GFMD meeting in Puerto Vallarta had addressed certain aspects of this issue, recommending, *inter alia*, that the topic remains on the GFMD agenda. An earlier roundtable at the 2008 GFMD meeting in Manila had dealt with the empowerment and human rights of migrants with irregular status.

<sup>22</sup> For further background details on the themes of this working session, please refer to the Cluster II Summary Report, prepared in consultation with a government team comprising Australia, El Salvador, Indonesia, Mexico, Philippines, Turkey, Switzerland and the United States (<http://www.gfmd.org/en/documents-library/switzerland-2011.html>).

migration and how countries of origin, transit and destination can take joint action to deal with these causes; and exchanged information on national, bilateral, regional and international practices designed to protect migrants in an irregular situation. The session also considered the basic elements of success in ensuring that national policies for enforcement of migration laws, prevention of irregular migration and protection of the rights and dignity of migrants can be mutually reinforcing.

### Issues and Observations

In opening the debate, the Co-chairs referred to the key outcomes of the two thematic meetings highlighting, *inter alia*, that irregular migration, like regular migration, is in most instances an adaptation strategy for migrants seeking to improve their living and economic conditions. Regular and irregular migration share common drivers, but irregular movements are more often caused by a demand for cheap labour and inadequate access to regular employment, including in countries of origin, and are often facilitated by smuggling and trafficking networks.

While irregular migrants also contribute to the development of their country of origin through remittances and in other ways, reduced mobility, lower salaries and lack of access to health care and education limit their ability to contribute to development. A person's migration status can change from regular to irregular, but a migrant cannot be or become 'irregular'. Migrants can fall in and out of an irregular status at different stages of the migratory process, in some cases as an unintended consequence of national legislation or measures attempting to regulate migration.

Apart from political instability and conflict, factors leading to irregular migration include low levels of economic growth and lack of employment opportunities, as well as lack of established, meritocratic bureaucracies and justice systems in source countries. Migrants' erroneous perceptions of employment opportunities abroad also play an important role.

Irregular migration has a number of negative consequences and thus contributes to distorted perceptions of migration and migrants themselves, which in turn may cause xenophobia and group enmity in regard to both regular and irregular migrants. In host societies, schemes to avoid such negative attitudes towards migrants should be put in place, regardless of the migrants' status. Governments of destination countries have primary responsibility for protecting the fundamental rights and entitlements of all persons on their soil, while governments of origin countries should also maintain responsibility for the welfare of their nationals abroad. Consular networks should be strengthened to provide effective support to migrants and protect their rights; and countries of origin should also be supported in actions aimed at discouraging irregular migration.

The importance of small and medium enterprises (SMEs) for the economic development of origin countries was highlighted by a Co-chair, stating that the creation of such SMEs can reduce "economic push factors" of irregular migration. Citing a practice in his country, he referred to channelling migrant remittances into the creation of SMEs, capacity building and entrepreneurship support, and project assistance and consulting services through the public institution "Small and Medium Enterprises Development Organization".

Finally, while the link between irregular migration and development features high on the global agenda, the cause-effect relationship between these two areas remains controversial and complex. To ensure more policy coherence and develop appropriate and common policy responses, it is essential for governments and other actors to better understand the multiple connections between irregular migration and development.

The representative of the European Commission referred to the EU's Global Approach to Migration and Mobility (GAMM) adopted in November 2011, which builds on 6 years of experience and is intended to become the overarching framework of the EU External Migration Policy, based on partnership with source countries. The four pillars of GAMM are: legal migration and mobility, irregular migration and trafficking in human beings, international protection and asylum policy, and maximising the development impact of migration and mobility.<sup>23</sup>

In the ensuing discussion, many delegates echoed the points made by the Co-chairs and the EC delegate. Others referred to the fact that over time their countries have simultaneously become destination, origin and transit countries of irregular migration, a situation that requires new and more coherent policy responses, based on a better understanding of the phenomenon and more effective and common actions by all involved. Some delegates stated the importance of South-South irregular migration, stressing that irregular movements are not just from the South to the North. South-South flows often go to neighbouring countries because of political instability, environmental causes and lack of employment. Such countries suffering from large migration flows should be supported through regional initiatives to promote growth, encourage protection-related response strategies, and provide employment opportunities in host communities, also as an act of solidarity.

Others reaffirmed that political instability and lack of economic opportunities are the principal drivers of irregular migration, but that the demand for illegal and cheap labour in destination countries and existing migrant networks should also be recognized as key factors, in many instances compounded by smuggler and criminal trafficking networks which advertise false opportunities and ruthlessly exploit the vulnerability of irregular migrant women and men. A delegate referred to a non-binding cooperation framework in the Bali process context to reduce irregular movement in the region by undermining criminal networks and ensuring that asylum seekers have access to asylum procedures.

Yet other delegates pointed to the importance of policy coherence when addressing irregular migration. Lacking coherence between migration policies, entry and residence requirements and labour market realities may contribute to an increase in irregular migration. And visa regimes should not lead to policy incoherence and be used as barriers or walls.

Some delegates urged destination countries to make available more regular migration opportunities, which may include cooperative approaches to increase opportunities for regular migration by joint efforts to improve migrant skills and programs and promote the mutual recognition of professional credentials. Other delegates called for expanded regularization strategies to help increase the development contributions of migrants.

Yet others referred to the need to deal proactively with the pre-migratory stage through targeted information campaigns to discourage potential irregular migrants and help migrant communities preserve their 'sense of roots' in the home community. Such actions should also be supported through enhanced cooperation with destination countries.

Other delegates mentioned the need for comprehensive return and reintegration programs between origin and destination countries, based on more effective cooperation to establish the status and identity of irregular migrants, implement readmission agreements and offer more sustainable reintegration support. Some delegates referred to successful cooperation in this respect.

Some delegates reaffirmed that as long as there is demand for irregular migration, the phenomenon will persist, since irregular migrants often take jobs that no one else wants to do. Irregular migrants

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<sup>23</sup> The full statement is available on the GFMD website (<http://www.gfmd.org>).

should also be seen as agents that can contribute to the social and economic development of both countries of origin and destination, for example through remittances and skills acquisition. However, this should not mean that irregular migration is a 'necessary evil', since the costs fall disproportionately on the migrants themselves, and their contribution to development is hampered by their irregular situation and related vulnerability.

With regard to assuring basic rights for and protection of irregular migrants, many delegates recognized that respecting such rights can be reconciled with necessary prevention and enforcement measures. Efforts to strengthen enforcement or improve border management should not be viewed as 'anti-migrant'. Citizens of destination countries demand appropriate enforcement and protection of borders, but prevention, enforcement and protection all need to be managed in respect of fundamental human rights. Such mutually reinforcing actions should be pursued.

One delegate urged participants to change the perception of irregular migration as a purely negative one. Some delegates called for increased attention to the issue of brain drain, including in the context of irregular migration. Others, however, including delegations from traditional countries of origin, noted that brain drain can, in certain circumstances, lead to 'brain gain' and enhance human development if, for example, remittances and other contributions from diaspora communities help to improve educational opportunities in the migrants' communities of origin.

### **Outcomes and Recommendations**

The following outcomes and recommendations emerged from the working session:

1. A more in-depth and common understanding of the concrete linkages between irregular migration and development needs to be created, since these linkages have been inadequately explored and need further examination. GFMD members need to clarify what is meant by 'development' in the context of irregular migration. The term has multiple meanings that encompass economic, social and political factors, many of which have different inter-linkages with regular and irregular migration. GFMD member states need to define more clearly which relationships they want to explore at any one time.
2. While it is recognized that irregular migrants too contribute to development, both of their countries of origin and countries of destination (for example through remittances and skills development), the costs of irregular migration fall disproportionately on the migrants themselves, due to their increased vulnerability. It is therefore essential for all countries to pursue common efforts to discourage and reduce irregular migration.
3. In addressing the challenge of irregular migration, states need to remember that migrants are human beings with human rights who should be treated with dignity and respect throughout the migration cycle, regardless of their migration status. In this regard, governments of destination countries should put into place schemes to avoid xenophobia and group enmity towards migrants. The mixed character of many irregular movements should also be acknowledged, which may include persons in need of international protection.
4. Practical and results-oriented partnerships, shared responsibility, enhanced policy coherence and mutual cooperation between countries of origin and destination are the key foundations for addressing the multiple aspects of irregular migration and its linkages with development. Any debate on irregular migration should also include the views of transit countries, and visa policies should be reviewed with a view to facilitating regular migration.
5. The GFMD should further examine the phenomenon of South-South irregular migration, noting the importance of regional challenges and approaches to the specific regional dynamics

of irregular migration and development. Countries suffering from large migration flows should be supported through regional initiatives aimed at promoting growth and providing employment opportunities in host communities, also as an act of solidarity.

6. Considering the lower propensity to migrate from countries with well-established small and medium enterprises (SMEs), international cooperation aimed at developing SMEs in origin countries could be an effective tool in addressing irregular movements. To this end, development aid and technical cooperation between governments could focus on the creation of SMEs.
7. Joint public information campaigns to alert potential migrants to the risks inherent in irregular movement need to be enhanced through cooperation between migration authorities in origin and destination countries. Consular office networks to identify and assist migrants in vulnerable situations should be strengthened and sustainable reintegration programs and related inter-state cooperation to help re-establish returnees in their home communities and to prevent "re-migration" should be pursued.
8. Enforcement and migrant protection objectives can be mutually reinforcing when prevention and enforcement measures are managed in full respect of fundamental human rights. Such mutually reinforcing actions should be pursued.
9. Finally, all delegations expressed strong support for the continued inclusion of irregular migration and development in future GFMD meetings.

### ***c. Cluster III – Tools for Evidence-based Migration and Development Policies***

Cluster Rapporteur: Mr. Kaçım Kellal, Head, Department of International Affairs and Solidarity Development

Coordinator: Dr. Rolph Jenny, Principal Adviser to the Swiss Chair-in-Office

GFMD meetings in 2009 and 2010 had sharpened the focus on tools for evidence-based and coherent migration and development policies, inter alia by discussing the issues of mainstreaming of migration into development planning, Migration Profiles/Extended Migration Profiles and Policy Impact Assessments. The *ad hoc* Working Group on Policy Coherence, Data and Research had consistently promoted these concepts and their practical use by governments and other actors. In 2011, Cluster III of the thematic work program sought to narrow the debate on the three interlinked tools aimed at factoring migration into development planning and assessing the impact of migration and development policies. Related concepts and practices, as well as the synergetic use of the three tools, were explored in an integrated approach.

The two working sessions at the GFMD 2011 Concluding Debate dealing with these three topics benefitted from seven preparatory workshops in Marseille, New York, Batumi/Georgia, Taroudant/Morocco, Chisinau, Abuja and Manila, which engaged governments, international organizations and civil society.

### **Working Session III.1/3: Mainstreaming Migration into Development Planning/ Migration Profiles<sup>24</sup>**

Co-chairs: H.E. Esteban Conejos Jr., Undersecretary, Migrant Workers' Affairs, Department of Foreign Affairs, Philippines  
Ms. Daniela Morari, Deputy Head of Division, Ministry of Foreign Affairs, Moldova

Rapporteur: Dr. Rolph Jenny

The discussion in this combined working session on Mainstreaming Migration into Development Planning and Migration Profiles was informed by the outcomes of five thematic meetings.<sup>25</sup> The combined results of these workshops were reflected in a Cluster Summary<sup>26</sup> that laid the ground for the working session discussions.

The working session sought to deepen the understanding of Mainstreaming Migration into Development Planning and discuss current government plans and practices in implementing this planning tool. It simultaneously addressed the issue of Migration Profiles and Extended Migration Profiles, including concrete experiences and challenges, and examined the synergetic use of Migration Profiles and migration and development mainstreaming aimed at factoring migration into development planning and *vice versa*.

#### **Issues and Observations**

In opening the debate, the Co-chairs explained the concepts underlying the two planning tools. Migration Profiles are frameworks for aggregating, in a structured and systematic manner, existing data and information from national, regional and international, sources. They serve to guide, support and monitor informed and coherent policy planning, and require national ownership and appropriate capacity. First introduced by the EC in 2005 as a static tool for migration-related data collection, the Migration Profile concept subsequently evolved into 'Extended Migration Profiles' which gather information on all developmental, economic, demographic, social and other aspects, including human and sustainable development, that impact on migration and *vice versa*.

Mainstreaming Migration into Development Planning is a process that integrates migration factors in a comprehensive manner in the design of national development plans and related sectoral policies, including implementation, monitoring and evaluation of such actions. Mainstreaming seeks to embed migration in the broader development planning and strategies of countries and also aims to foster policy and institutional coherence on migration and development. The Co-chairs also referred to the related GMG pilot projects currently being implemented in Bangladesh, Jamaica, Mali and Moldova, and to other experiences such as those in Morocco.

Stressing that the GFMD has consistently dealt with the need for accurate and timely data, the Co-chairs reaffirmed the usefulness of Extended Migration Profiles as comprehensive national processes that require intra-governmental coordination among all concerned government ministries and agencies, and also demand regular updating. Such profiles should incorporate all relevant data

<sup>24</sup> The working session on Policy Impact Assessments is addressed in section II (page 34) of this report.

<sup>25</sup> A workshop in New York, 30 June 2011, on *Implementing Migration Profiles*; a workshop in Batumi, 12-13 July 2011, on *Migration Profiles: Lessons Learned*; a workshop in Manila, 20-21 October 2011, on *Migration Profiles as a tool for Informed Policy Making, Integration and Reintegration and Emergency Response*; a workshop in Chisinau, 12-13 October 2011, on *Mainstreaming Migration into Strategic Development Planning*; and a workshop in Abuja, 17-18 October 2011, on *From Evidence to Action-Facilitating Regional Regular Labor Migration for Development*.

<sup>26</sup> For further background details on the themes of this Working Session, please refer to the Cluster III Summary Report, prepared in consultation with a government team comprising Argentina, Belgium, France, Georgia, Ghana, Moldova, Morocco, Philippines and Switzerland (<http://gfmd.org/en/documents-library/switzerland-2011/thematic-meetings>).

related to migration and development, and are on-going processes that demand appropriate national capacity that may be supported by international technical assistance. National ownership of MPs is essential. National priorities figuring in a MP vs. the need for international comparability of collected data is another key aspect, and Extended MPs are also seen as key tools to support migration and development mainstreaming processes and policy impact assessments.

In the ensuing discussion many delegates agreed with the points made by the Co-chairs, stressing in particular the need for Extended Migration Profiles to include timely, comprehensive and regularly updated information. Referring to the reliability of data and related sources, some delegates mentioned the difficulties in ensuring that all concerned government agencies contribute reliable data, agreeing that this requires a constant effort, including effective cooperation, coordinating and sharing mechanisms, and the recognized leadership by one government agency. Internal coordination can be assured through national focal points or technical working groups, and the effective functioning of such arrangements is also highly dependant on trust among the relevant government bodies. Data provided collectively by the agencies managing the employment of workers abroad and dealing with their welfare assistance, and by foreign affairs, embassies, consulates and immigration authorities, were mentioned as a good practice example.

Data should also be shared among governments, in particular between origin and destination countries. Practices in this regard differ since some countries are prepared to share data, while others are more reluctant. A delegate from a destination country stated that his government was sharing data with concerned origin countries to complete its own information, but regretted that data from these source countries were not always forthcoming. Other delegates stressed the need to develop and share Migration Profile data at the sub-regional, regional and global levels. A central location to make accessible and share such information, for example through a central data bank on the GFMD website, would be useful. Yet others emphasized the usefulness of sharing information on irregular migrants, and on migrants that find themselves caught in situations of conflict and need emergency assistance.

Many delegates referred to the issue of government ownership of Migration Profiles, underlining that such ownership depends first and foremost on the political will of governments to set in place appropriate structures to implement and monitor Migration Profiles. While recognizing the usefulness of technical assistance by relevant international organizations, including for capacity building, lead responsibility and ownership must be with governments, which can also be ensured through national focal points and working groups. Such working groups can also include non-governmental actors, i.e. researchers, migrant associations, and other local actors, thus ensuring larger ownership of the process and complementary perspectives.

The issue of comparability of data and national vs. international data was mentioned by a number of delegates, agreeing that such comparability at the regional and international levels is necessary. Templates of Migration Profiles should thus include a common set of core indicators and apply international standards and definitions, such as those developed by the GMG. However, governments determine on their own the national priority areas to be included.

With regard to Mainstreaming Migration into Development Planning, delegates recognized the advantage of discussing this planning tool in conjunction with the debate on Migration Profiles. The two instruments should be seen as mutually reinforcing tools for governments to factor migration into development planning, including sectoral policies in key areas impacted by migration, and implement more coherent migration and development policies. A few delegates referred to the sectors that link migration with development, such as demographic forecasts; migration in- and out flows; employment; labour market planning; human capital formation and skills development; brain



drain and brain waste; social protection; diasporas; human rights and migrant protection; health services; particular needs of women and children; economic growth; leveraging remittances for local investment and development; environmental factors, *et alia*.

Reaffirming the development potential generated by migration for countries and migrants alike, a number of delegates also acknowledged the usefulness of the mainstreaming tool as a process that requires institutional coherence and cooperation within government and with civil society and other stakeholders.

Others remarked that governments are at different levels of understanding this recent planning tool and suggested continued awareness-raising and information sharing through the GFMD, the GMG and other *fora* and institutions. Yet others referred to the 2010 GMG publication 'Mainstreaming Migration into Development Planning: A handbook for policy-makers and practitioners', stressing that this handbook should be used for such broader dissemination of the mainstreaming concept.

Participants were briefed on the concept and objectives of the GMG mainstreaming pilot projects implemented by the Governments of Bangladesh, Jamaica, Mali and Moldova. Implementing partner agencies and concerned delegates offered to keep the GFMD informed on progress made and in due time share the concrete results of the projects.

Some participants also suggested exploring the usefulness of implementing mainstreaming processes at the local level, where migration impacts more directly on the lives of people.

Government ownership of mainstreaming processes was raised by some delegates who reaffirmed that, similar to the Migration Profiles, such ownership depends on the political will to engage in a longer-term and sustained process. The process requires the constant implication and support by all relevant government agencies, sufficient time for policy planning cycles, appropriate support structures, national working groups and technical capacity, as well as international funding and the involvement of relevant international organizations.

Referring to the link between migration and development mainstreaming and Migration Profiles, a number of delegates recognized that the full range of information gathered in a Migration Profile, in particular Extended Migration Profiles, directly supports and feeds into a mainstreaming process. Migration Profiles should ideally be available before a mainstreaming process is launched. The synergetic use of both tools again requires appropriate government structures and internal coordination.

## Outcomes and Recommendations

The following outcomes and recommendations emerged from the working session:

1. Mainstreaming Migration into Development Planning and extended Migration Profiles, should be implemented as longer-term processes and planning tools aimed at factoring migration into development planning and *vice versa*.
2. To be successful, these processes require strong political will by implementing governments, need appropriate national capacity, demand sustained coordination and cooperation within government, including national focal points and technical working groups, and should also involve relevant actors from civil society.

3. Ownership of both planning tools is with implementing governments, which determine the national priorities to be considered.
4. The Global Migration Group (GMG) and other relevant international organizations should continue supporting governments through technical advice and international funding.
5. The full range of information gathered in Extended Migration Profiles directly supports and feeds into a mainstreaming process, and such Profiles should ideally be available before a mainstreaming process is launched. The practical link between both tools should thus be recognized and their synergetic use be pursued actively.
6. The GMG should pursue its effort to make available core indicators for the comprehensive collection of data in Extended Migration Profiles, *inter alia* for the purpose of ensuring appropriate comparability between national and international data.
7. To ensure comprehensive and reliable data in Extended Migration Profiles, all relevant government agencies should provide data on the basis of all information the respective government agencies have available, and regularly update such data.
8. Governments should share Migration Profile data with other governments, in particular between destination and origin countries, to incorporate the full range of relevant information. Where applicable, this should include data on irregular migrants and on migrants that find themselves caught in situations of conflict. Migration Profile data should also be shared at the regional and global levels. The creation of a data bank on the GFMD website, where such data are made accessible and can be shared, would be welcomed.
9. Recognizing the different levels of knowledge of the Mainstreaming Migration into Development Planning tool, the GFMD, GMG and other relevant bodies should pursue efforts to raise awareness of this tool among governments and other actors, *inter alia* through the 2010 GMG publication 'Mainstreaming Migration into Development Planning: A handbook for policy-makers and practitioners'. Progress and results of the GMG mainstreaming pilot projects in Bangladesh, Jamaica, Mali and Moldova, should in due time also be shared with GFMD participating governments.
10. Considering migration's impact at the local and regional levels and the complementary nature of local actions to national development plans, mainstreaming experiences at local and regional levels should be launched and progress reported to governments and civil society actors under the auspices of the GFMD *ad hoc* Working Group on Policy Coherence, Data and Research.

### **Working Session III.2: Impact Assessments of Migration and Development Policies**

- Co-chairs: H.E. Mohammed Bernoussi, Secretary General, Ministry in charge of the Moroccan Community abroad, Morocco  
 Mr. Michel Mordasini, Director, Global Cooperation, Swiss Agency for Development and Cooperation, Switzerland
- Rapporteur: Ms Beata Godenzi, Head, Global Program Migration and Development, Swiss Agency for Development and Cooperation, Swiss Taskforce

Discussions in this working session were informed by two thematic meetings.<sup>27</sup> The combined results of the two workshops were reflected in the already mentioned Cluster Summary.<sup>28</sup>

The objective of the session was to broaden the understanding of impact assessments of migration and development policies to determine their longer-term impact, discuss the benefits of and obstacles to such assessments and review related concepts and methodologies. Concurrently, the working session also addressed the contribution that migrant associations can bring to development, including related challenges and key factors of success.

## Issues and Observations

### *Impact Assessments of Migration and Development Policies*

The Co-chairs opened the debate by underlining the thematic link of this session with the earlier working session on Mainstreaming Migration into Development Planning and Migration Profiles. The three tools – impact assessments, migration and development mainstreaming, and Migration Profiles- should be regarded as inter-linked instruments that can serve governments to factor migration into national development planning, assess in due time the concrete impact of related migration and development policies, and ensure effective coherence between these policies.

Impact assessments judge the longer-term impact and merit of a policy or program, determine to what extent a policy or program has achieved its stated goals, and seek to identify what works and what does not. The Marseille workshop outcomes had pointed to a number of ideas and conclusions that should be taken further in this session, in particular the notion of promoting a ‘culture of evaluation’; the required technical assessment capacity of governments; government ownership of assessment processes; expert and financial support by relevant international organizations; and the need to comprehensively assess all developmental, social and political aspects and impacts. Practical experiences should be shared among governments, and assessments should also rely on the knowledge of regional and local actors, including civil society. There also exist obstacles and fears – the co-called ‘fear factor’ – that may prevent governments from engaging in assessments. These obstacles need to be addressed openly.

Welcoming these introductory remarks, delegates reaffirmed the crucial importance of assessing the longer-term effects of their policies and programs. ‘Learning by doing’ is a key aspect for good policy-making, and a number of delegates referred to planned or already implemented evaluation exercises in their countries. Observer delegates mentioned impact assessment initiatives carried out with governments in a cross-regional context, as well as an international survey which showed that only a limited number of governments are conducting fully-fledged assessments.

Many delegates mentioned the difficulty of defining assessment benchmarks and indicators. A comprehensive set of indicators should be developed to ensure an evidence-based assessment approach, noting that international expert agencies should continue assisting governments in this regard. Data available in Migration Profiles could also contribute to determining such indicators. Assessments should cover impacts in destination and origin countries alike, considering the interdependence of processes and realities at both ends of the migration trail and the need to conduct impact assessments that address both the transnational and national realities of migration.

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<sup>27</sup> A workshop in Marseille, 14-15 June 2011, on *Managing Migration and Development Policymaking, Assessment and Evaluation*; and a workshop in Taroudant, Morocco, 19-22 September 2011, on *The Contribution of Migrant Associations to Development*.

<sup>28</sup> Please refer to footnote 26 above.

Other delegates stressed the need to integrate assessments upfront in the design of policies and programs, including the financial cost, and reaffirmed the link of impact assessments with national efforts to factor migration into development planning. Yet others referred to coordination within governments to ensure that all relevant sectors and related impacts are examined, which is often hampered by lack of national capacity. Follow-up to impact assessment outcomes is also critical.

Obstacles to implementing impact assessments were raised by a number of participants, in particular the often significant cost implications, the lack of technical expertise and the complexity of dealing with the cross-sectoral aspects of migration and development. Also, governments may not be prepared to accept potentially negative results of a determined policy or program. Impact assessments are long-term processes whereas governments are often pressed to rapidly demonstrate the efficient use of resources and not necessarily the longer-term benefits and effectiveness of policies and programs. Conflictive policy interests that could be made visible through impact assessments may be another obstacle.

While recognizing the complexity and costs of assessment processes, delegates reaffirmed the need to continue promoting a 'culture of evaluation' and pursue national efforts to set in place appropriate assessment programs. For many governments this implies enhanced cooperation with international agencies, regional bodies and civil society experts, to benefit from their knowledge. And for many countries, funding for comprehensive assessment exercises should also be made available from international sources.

#### ***The Contribution of Migrant Associations to Development***

Mentioning that the contribution of migrant associations and diasporas to development has been addressed in previous GFMD meetings, the Co-chairs underlined that only limited focus has been placed on assessing the concrete impact of such contributions, initiatives and projects by migrant associations. Also, the conditions under which cooperation between migrant organizations, governments and other stakeholders can be fostered have not been discussed in detail.

A number of delegates reaffirmed that migrants, migrant communities and migrants' families left behind are at the heart of migration and development policies. Harnessing the potential of migrant associations to contribute to local development in migrant origin countries should be seen as a key aspect of such policies. Migrant associations' roots in local realities, solidarity with the homeland, traditional values and an emotive attachment to the local context, are essential factors for such associations to successfully act as agents for development.

Other delegates stressed that governments of both destination and origin countries should actively support migrant associations to establish themselves as professional actors, *inter alia* to ensure that their development initiatives and projects feed coherently into national poverty reduction and development policies. Delegates also stressed the crucial importance of decentralized activities by migrant associations, which create a favourable environment for action at the local level. However, the locally rooted and decentralized nature of such interventions should not be detached from overall development goals and strategies of governments. Yet others reiterated the need to promote the technical capacity of migrant associations, mentioning that training courses for this purpose are implemented in their country.

Some delegates requested more information on current practices of governments that cooperate with migrant associations, while others stated their intention to more systematically engage with diaspora organizations to benefit from their multiple competencies. Others mentioned the need for appropriate representation of migrant associations to facilitate dialogue and cooperation with local authorities on both sides of the migration trail. Yet others stressed the importance of coordinated

and coherent policies and actions at the local and national level, and between origin and destination countries in a spirit of partnership, trust and common interests.

## Outcomes and Recommendations

The following outcomes and recommendations emerged from the working session:

### a. Impact Assessments

1. Impact assessments should be considered integral components of coherent and effective migration and development policies. In conjunction with migration and development mainstreaming and Migration Profiles, assessment processes serve governments to factor migration into development policies and *vice versa*.
2. Considering the limited number of governments that are conducting fully-fledged policy assessments, governments and other actors should continue promoting a 'culture of evaluation'. The GFMD and its ad hoc Working Group on Policy Coherence, Data and Research should assist in this process by pursuing the discussion on this issue and sharing practices and experiences of governments and relevant international organizations.
3. Obstacles to assessment processes (costs, potentially negative results that put into question established government policies, tension between short-term and long-term impact and interests, lack of capacity and data, etc.) can be overcome through political will and government ownership. Assessments should not be viewed as a burden, but as an opportunity to learn from experiences and determine what works and what does not.
4. International expert bodies should pursue efforts to cooperate with governments in capacity building and sharing of technical knowledge.
5. In response to the difficulty of defining assessment benchmarks and indicators a comprehensive set of indicators should be developed to ensure an evidence-based assessment approach. International expert agencies should continue assisting governments in this regard. Data available in Migration Profiles could also contribute to determining such indicators.
6. Considering the inter-linkages between international and internal migration processes, and their impact on migration and development in concerned countries, transnational impact assessment exercises should also be encouraged and their results shared.

### b. Contribution of Migrant Associations to Development

1. Home and host countries should recognize that migrant associations can bring multiple contributions to the development of local communities, on account of migrant associations' solidarity with their home land, knowledge of local realities and needs, long-term commitment and respect of local and traditional values.
2. Given the locally-rooted nature of migrant associations' engagement towards their home communities, their contribution can be maximized through decentralized development mechanisms. However, such contributions need to feed coherently into national or regional development plans.

3. Support by central governments and local authorities at both ends of the migration trail are essential for migrant associations to act as professional partners, in synergy with official migration and development policies.

## VII. Special Sessions

### *a. GFMD Assessment (Phase I)*

Co-chairs: H.E. Ambassador Eduard Gnesa, Special Ambassador for International Cooperation in Migration, Switzerland  
H.E. Sir Peter Sutherland, Special Representative of the UN Secretary-General for International Migration and Development

In opening the discussion, Ambassador Gnesa remarked that this special session was specifically dedicated to the GFMD Assessment, rather than the broader 'Future of the Forum' discussions in previous years, and solicited the guidance of governments with a view to preparing the second phase of the GFMD Assessment in 2012. He recalled the agreement reached in 2010 in Puerto Vallarta to assess the GFMD through a state-led, transparent and comprehensive process, spearheaded by an Assessment Team comprised of interested Steering Group members<sup>29</sup>. On that occasion, governments had also agreed to divide the process in two phases: Phase I would examine the way the GFMD operates as a process, including its structures, the impact and relevance of its outcomes, and its relationship with other stakeholders; while Phase II would be dedicated to a strategic and political discussion on possible options for the future of the GFMD, based on the results of Phase I.

The Chair commended the Assessment Team for its accomplishment in leading the first phase of the GFMD Assessment, including the 73-page Report on Phase I of the GFMD Assessment. He invited governments to offer comments on the report, expressing the hope that it could be endorsed at this session. He also referred to the assessment process in Phase II, based on the Chair's proposal of a Work Plan for the Assessment Team in 2012, which should be discussed and endorsed at the session to bring the assessment process to a successful conclusion.

The Special Representative on International Migration and Development recalled the circumstances under which the Global Forum had been established, upon the proposal of the then Secretary-General Kofi Annan and as a result of the 2006 High-level Dialogue on International Migration and Development. After five years of existence, the GFMD process is alive and well, which the survey of Phase I of the GFMD Assessment clearly demonstrates. However, while the Forum's informality is largely responsible for its success, its informal and voluntary status is also the cause of the Forum's limited resources, both in terms of funding and supporting structures.

A more solid funding base is required to ensure the Forum's future, the reason why he had proposed a funding system that would provide the GFMD with more regular and more predictable financial means. He urged governments to continue working on this matter and also review it in the second phase of the assessment. He also commended all GFMD Chairs for their generosity in hosting the Forum, stressing that their commitment has been critical for the GFMD's success. Referring to the GFMD Support Unit's valuable work, he considered that the Forum requires a more robust support

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<sup>29</sup> The Assessment Team is comprised of Argentina, Bangladesh, Brazil, Canada, India, Kenya, Mexico, Mauritius, Morocco, the Netherlands, the Philippines, Sweden, Switzerland (Chair in 2011), and the United Arab Emirates.

structure, another issue to be reviewed when discussing possible options for the Forum's future. Concerning the GMG, he felt that, as a group, the GMG has not necessarily met all expectations, but recognized the important contribution by a number of individual members to the GFMD. The consolidation of the GFMD also requires clarification of civil society's involvement in the process, as well as an innovative approach to the cooperation with the private sector. When analyzing all these options in 2012, the institutionalization of the GFMD should be avoided, as should ideological or political debates. The GFMD should remain an informal, practice-related and state-led process.

The 2013 High-level Dialogue (HLD) offers an opportunity to think about the future of international migration and development and to address the related opportunities and challenges in a cooperative manner. The HLD is distinct from the Forum but also represents an opportunity to strengthen it. In the lead-up to and during the HLD, policy makers could seize the occasion to address certain issues that deserve attention through common action. Among these are those of stranded migrants, as witnessed recently by the situation in Libya. Is it not time to consider a set of guidelines that would provide protection and assistance to migrants in distress because of conflict or natural disasters? For seeking ratification of the Domestic Workers Convention, for engaging diasporas more fully in development, and for clearing the way for more effective skills recognition and portability of pensions? The GFMD can contribute a lot of ideas and themes that will feed into the HLD. It would thus be advisable that previous and current Chairs of the Forum work together to determine those substantive GFMD outcomes that could be conveyed to the HLD. In concluding, Mr. Sutherland expressed his gratitude to the Swiss Chair and welcomed Mauritius as the 2012 GFMD Chair.

Referring to the work of the Assessment Team in 2011, the chair of the Assessment Team, Mr. Dominique Paravicini of the Swiss Federal Department of Foreign Affairs noted that the Assessment Team met seven times in 2011, in pursuance of its Terms of Reference endorsed by governments in Puerto Vallarta in 2010. The Team's mandate included the definition of the elements to be assessed in Phase I; the recruitment of an independent assessment expert; the preparation of a cost estimate for the survey; the agreement on the assessment methodology; the analysis of the information collected from 66 government and 11 Observer questionnaires; and the drafting of a comprehensive report on the survey submitted to the Friends of the Forum. Mr. Paravicini emphasized that the Assessment Team had fulfilled its mandate. Upon the endorsement of the Assessment Report by governments, the first phase of the GFMD Assessment exercise would be considered as successfully completed.

He then presented the draft Work Plan for the Assessment Team in 2012, setting out the framework of the strategic and political discussion on possible options for the future of the GFMD by the Assessment Team, Steering Group and the Friends of the Forum in 2012. According to the proposed Work Plan, shared with the Heads of Delegation ahead of this session, the Assessment Team would prepare a discussion paper with possible options on the Forum's future, based on the results of the survey, and consult with the Steering Group and Friends of the Forum to solicit their views. Based on these consultations, the Assessment Team would then develop a consolidated paper to pursue the strategic and political debate of the Steering Group and the Friends of the Forum. Finally, a summary of these discussions would be prepared for endorsement by the Friends of the Forum at the sixth annual GFMD meeting in Mauritius. Mr. Paravicini expressed the Swiss Chair's confidence in the success of this Work Plan to constructively narrow down the number of concrete options for the Forum's future, until the end of 2012.

In the ensuing discussion, delegates expressed agreement with the 2011 Assessment Report and the proposed Work Plan for the Assessment Team in 2012, stressing, *inter alia*, that Phase II of the assessment should make use of the principal findings of the 2011 Assessment Report, but that the

analysis of possible options for the Forum's future should be based on an open political and strategic discussion, and not be limited to the 2011 survey only. No further questionnaires were required as the 2011 survey had provided sufficient technical information for governments to engage in such an open and transparent debate on the Forum's future. Some delegates felt that Phase I had sometimes lacked transparency and that more transparency was needed in 2012. Next year's focus should be on consensus building that could only be achieved through open and constructive dialogue. Phase II of the GFMD Assessment should be completed by the end of 2012, before the 2013 UN High-level Dialogue.

Other delegates remarked that the inter-state and participatory character of the Forum should be preserved, that Phase II should take account of the Forum's evolution during the past five years, that the GFMD should cooperate with the UN, GMG and civil society in a flexible manner, and that the thematic focus on development should be strengthened. The concept of development should also be more clearly defined. Some delegates considered that the Forum had not sufficiently focused on the migrants themselves, that no substantial improvements for their conditions had been achieved and that the Forum devoted too much energy on organizational and process-related issues. A number of delegates also stressed the need to promote more practical outcomes that serve countries to strengthen policies at the national level.

Concerning GFMD funding, many delegates echoed the Special Representative's remarks on ensuring a more solid and predictable financial basis for the Forum, while others stressed the need to clarify the respective roles of the Steering Group and Friends of the Forum. Some also considered that arrangements for interaction with civil society should be reviewed, including the Common Space set-up. Yet others commended the Special Representative for his critical role in the GFMD process, which should continue in the future.

Finally, delegates noted with appreciation Turkey's announcement that it was considering to chair the Forum in 2015.

In closing the Special Session, Ambassador Gnesa summarized the outcomes of the discussion by noting that the report on Phase I of the GFMD Assessment had been endorsed by the Heads of Delegations, that it would be used as basis for the strategic and political discussion in 2012 about the future of the Forum, and that the Assessment Team would continue leading the assessment process in close consultation with the Steering Group and the Friends of the Forum based on the Work Plan for the Assessment Team in 2012 and the Terms of Reference endorsed in Puerto Vallarta in 2010. Finally, he thanked governments for the fruitful discussion and for reiterating their commitment to guide the Forum's assessment towards concrete suggestions with view to improving the GFMD process in the future.

#### ***b. Platform for Partnerships (PfP)***<sup>30</sup>

Co-chairs: Mr. Hans Peter Walch, Head, Migration and Passport Office, Liechtenstein  
H.E. Ambassador Usha Dwarka-Canabady, Head, Economic Directorate, Ministry of Foreign Affairs, Mauritius

The special session on the GFMD Platform for Partnerships (PfP) started out with a brief review of the year's achievements, followed by progress reports of PfP projects launched at the fourth

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<sup>30</sup> The Special Session on the Platform for Partnerships (PfP) was coordinated by Ms. Estrella Lajom, Head of the GFMD Support Unit, which administers the PfP.



meeting of the Global Forum in Puerto Vallarta, and closing with a presentation of the salient characteristics of three projects currently featured on the Platform.

The Co-chairs opened the session by providing some background information on the PfP. It was recalled that the concept of the PfP was put forward by the Government of Switzerland under the 2010 Mexican Chairmanship in response to repeated calls from governments for an interactive space where states could exchange ideas, knowledge, and best practices and promote partnerships on developing tangible projects among GFMD stakeholders, with a view to concretely achieving GFMD goals.

The importance of information-sharing and accessibility was further highlighted during the course of the GFMD 2011 Concluding Debate, notably at the Cluster III working session on Mainstreaming Migration into Development Planning / Migration Profiles. Calls were made to encourage governments to support PfP activities by posting information online and contributing financially.

The Co-chairs asked the following questions to the floor to guide the subsequent discussions:

- How can governments be further encouraged to use the Platform and to actively participate in its development?
- What support does the PfP need to keep it up and running?
- What are the roles of non-governmental actors in the PfP, which is primarily a state-led initiative?

### **Part I: Review and Highlights of the Platform for Partnerships**

Prior to reviewing the year's outcomes and highlights, the GFMD Support Unit presented the structure and content of the PfP website as well as a snapshot of the wide array of practices currently featured online. Also underlined was the space featuring "calls for action" and the soon-to-be launched Migration Policy Toolkit section, which will provide links to the new Migration Profiles Repository and the webpage of the Handbook on Diaspora Engagement.

Since the first working session on the PfP organized in Puerto Vallarta in November 2010, a number of milestones have been reached. In March 2011, the enhanced (online) PfP was launched. In May 2011, focused group discussions with 24 Steering Group members were convened and resulted in a compilation of 172 concrete practices. The first issue of the PfP newsletter was also produced. As a result of these actions, 13 Migration and Development (M&D) practices shared by 11 governments are currently being showcased on the website and 2 Migration and Development (M&D) Calls for Action (training on protection of unaccompanied migrant children and the handbook on engaging diaspora for policymakers in home and host countries) have been realized into tangible projects. A progression in the frequency of visits to the website has also been noted.

Over the course of the year, various calls have been made during the thematic meetings to strengthen the use of the PfP tool and promote better evidence-gathering and knowledge-sharing between countries, international organizations and other stakeholders.

In reaction to the presentation, one delegate inquired on the reasons why the focused group discussions were limited to the Steering Group members. The GFMD Support Unit underlined that involving the SG members was a strategic choice to provide momentum for this new tool and to collect feedback and suggestions from the Steering Group. Another representative put forward the idea of posting videos illustrating the featured projects as a means to encourage the participation of more countries.

## Part II: Progress Reports on PfP Projects launched in Puerto Vallarta

Presentations were then made on three PfP projects launched in Puerto Vallarta, highlights of which are provided below:

### **Project 1: Handbook on Engaging Diaspora for Development**

*International Organization for Migration / Migration Policy Institute*

The Handbook – a joint project of the International Organization for Migration (IOM) and the Migration Policy Institute (MPI) funded by the Governments of the Netherlands and Switzerland – is in the process of being edited and finalized. The Handbook was created to serve as a user-friendly, accessible guide on best practices of governments on Diaspora initiatives. The Handbook is not merely a compendium of best practices as it also provides a road map on how governments can fully engage their diaspora. Information was collected through a two-part survey among GFMD states and supplemented by in-depth interviews with policymakers and practitioners and review of literature, program and policy documents.

The JMDI (Joint Migration and Development Initiative) representative briefly presented the JMDI Handbook that focuses on civil society actions and strategies in the field of migration and development. This handbook – available online in French and English – can be seen as complementary to the government-centered handbook developed within the framework of the PfP.

In the ensuing discussion, one country stated that a two-year old Special Committee for diaspora matters was set up in their national parliament. Also raised were the issue of appropriate legislative frameworks for diaspora issues and lessons learned for better informed diaspora policies. A delegate mentioned as well the possibility to create an application for smart phones to increase interactivity and accessibility of the Handbook.

In response, it was stressed that the Handbook was a living document to be updated regularly with fresh examples. In terms of effective legislative tools to encourage diaspora's involvement, good practices include flexible citizenship laws and economic incentives (special property rights, tax incentives, access to land, portable benefits, etc.).

One project prominently featured in the Handbook, the GIZ Pilot program for non-profit projects of migrant associations (2007-2010), was presented by Germany. It was concluded that the Handbook was a useful and necessary tool that acted not only as a reference book but also as a road map for governments as they engage their diaspora for development purposes.

Questions on how to encourage governments to use the Handbook were also raised. One country commented in that respect that formal presentations could be made to governments to ensure its adequate use.

### **Project 2: Protecting Unaccompanied Migrant Children**

The project is an initiative of the Government of Mexico through the National Migration Institute (INM) to better protect unaccompanied minor migrants. It is based on an innovative model of training of Child Protection Officers (OPI). To date, 3500 officials have been trained not only in Mexico but also in Honduras, Guatemala, and the Dominican Republic. Capacity building at the regional level was successful but so far no training initiatives have taken place outside of the region, although some countries have informally expressed their interest. For this reason, Mexico decided to showcase the project on the PfP in order to reach countries at the global level.

In the subsequent discussion, the issue of the obstacles to a more global outreach of the program was mentioned. In response, it was underlined that lack of knowledge was impeding international outreach. The PfP thus serves as a critical tool for reaching out to all GFMD countries. It was also stressed that the training opportunity offered by Mexico is completely free of charge.

### **Project 3: Migration Profiles Repository**

The Philippines delivered a brief statement highlighting that Migration Profiles / Extended Migration Profiles (MPs/EMPs) are increasingly being recognized as useful tools to collect migration and development data. The Philippines hosted a GFMD thematic workshop on MPs in October during which countries emphasized the utility of the MPs/EMPs as a tool for more linked-up and coherent policy-making. In light of this, the Philippines welcomed the launch of the MP repository as a timely initiative.

The IOM then walked the audience through the online structure and content of the MP Repository, which will be regularly updated to reflect future developments and discussions at the regional and global levels. The Repository illustrates clearly the added value of the PfP as a neutral space for compiling not only all the existing MPs, but also offering information and guidance tools about the MPs/EMPs in general and, more importantly, the oftentimes challenging process of developing MPs/EMPs. It was also stressed that governments must keep the ownership of the MPs/EMPs even though international organizations, the civil society, and other actors also take part in their conceptualization and implementation.

In reaction to the presentation, one country proposed to intensify their partnership with their national IOM country office. The European Commission – instrumental in the inception of the MP concept - reminded that the MP was a useful tool to prompt dialogue and partnership with other countries. Commenting more broadly on the array of tools presented, another delegate called for their timely translation into French to increase accessibility.

### **PART III: New Migration and Development Initiatives**

The final part of the program focused on the presentation of some initiatives at the national and regional level that are currently showcased on the PfP. Japan presented its program to facilitate school education for foreign children which has been implemented since 2009 by the Ministry of Education, Sports, Science and Technology (MEXT) in partnership with the IOM. The objective is to establish classrooms where Japanese language and general study lessons can be dispensed to students who have stopped attending school due to economic difficulties. Since its inception, over 5,000 children have participated in this program.

The European Union then explained the backdrop of the EU Global Approach to Migration and Mobility whose aim is to establish strategic partnerships with various countries. Emphasis was placed on the concept of “mobility” that is broader than migration, as it encompasses short term mobility. This Global Approach was designed to be migrant-centered, as it also addresses issues of protection, asylum and social costs.

To showcase M&D practices happening in the context of the Global Approach to Migration and Mobility, the Czech Republic cited the initiatives of the “Prague Process” which convened its last ministerial conference in November 2011. The Process involves 50 countries in the EU but also others in the Commonwealth of Independent States and Turkey. It is based on three basic principles: 1) a comprehensive approach that takes into account all migration aspects, 2) the idea of partnership on equal footing, and 3) a focus on achieving concrete goals.

As a final presentation, Spain shared information about the “Rabat Process” which recently met within the framework of the recent third ministerial conference between the EU and Africa on Migration and Development in Dakar, with 55 countries in attendance. The Rabat Process is grounded on the principles of mutual trust and shared responsibility. Spain also briefly presented the Fund for Migration and Development, currently featured on the PfP. The program has been running in partnership with 15 ECOWAS countries since 2007. It has been increasingly successful and 24 projects focusing on fighting human trafficking and institutional strengthening have been funded to date.

In closing, the incoming Mauritian Chair strongly called for governments to further utilize and contribute to the PfP to foster exchange and build partnerships. Mauritius also gave assurance that the PfP will be utilized as an important tool to help achieve the 2012 work agenda.

### ***c. Relationship between the GFMD and Non-governmental Partners***

Co-chairs: Ambassador Ernesto, Céspedes Oropeza, Director-General of Global Issues, Ministry of Foreign Affairs, Mexico  
Mr. Han Peters, Director Consular Affairs and Migration Policy, Ministry of Foreign Affairs, the Netherlands

This Special Session came to a clear conclusion: The Global Forum on Migration and Development is a State-led process that benefits from the expertise and input of international organizations and civil society (together referred to as non-governmental partners). The issue is not whether but how best to engage these partners who have been an integral part of the Global Forum since its first meeting in 2007.

After welcoming comments from the Co-chairs, the participants heard brief presentations from two experts on the history and forms of non-governmental engagement to date. The speakers pointed out that participation of international organizations and civil society in the High-level Dialogue on International Migration and Development in 2006 paved the way for inclusion of these actors in the Operating Modalities adopted during the first Global Forum in Brussels in 2007. Since then, the relationship between the governmental process and non-governmental partners has matured and deepened.

Notably, the Civil Society Days (CSD) have expanded to two full days of discussion, allowing more in-depth exploration of issues. Moreover, in 2011, the CSD were directly organized by a civil society organization, the International Catholic Migration Commission (ICMC). ICMC, as a member of civil society directly involved in the topic, was an active participant of previous CSD.<sup>31</sup> This organizational change fostered independence of the CSD, made the dialogue between civil society organizations (CSOs) and governments, easier and helped improve accountability and coordination mechanisms between CSOs themselves. Other notable developments included the incorporation of the People’s Global Action (PGA) on Migration, Development and Human Rights as an active participant at the CSD. The PGA is an important actor, since it gathers around 1000 representatives of migrant organizations as well as recognized academics.

Another important development in government-civil society engagement is the introduction of the Common Space in Puerto Vallarta in 2010 and its continuation in Geneva with a direct link to one of

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<sup>31</sup> John Bingham, Head of Policy at ICMC, was designated to report to the governments during the opening session of 2010 GFMD.

the thematic priorities of the 2011 GFMD. The Common Space has allowed interaction among governmental and non-governmental actors to deepen. However, as one speaker clearly mentioned, the engagement goes well beyond the annual meetings of the GFMD and includes a range of activities from the preparation of the sessions to involvement in the GFMD *ad hoc* Working Groups and thematic meetings or “joint symposiums” like the one organized in August in Geneva to follow-up on GFMD conclusions and recommendations.

The findings of the first stage of the assessment of the GFMD were also discussed, as they pertained to civil society engagement. Noting no consistency in views on the role of civil society, a range of ways to strengthen the interaction with civil society was cited from the Assessment Report, which were further considered in the discussion.

The Co-chair briefly summarized the questions to guide the ensuing discussion:

- What arrangements have proven effective regarding civil society participation in the GFMD?
- What are the lessons learned for the future? What future modalities for civil society participation could be envisaged?
- How can an effective consultation mechanism between governments and civil society be set up?
- How can IOs and civil society be engaged in the HLD and future GFMD meetings?

The discussion on these questions focused on four key issues: 1) what modalities of engagement are most effective, 2) what is the best timing for engagement with civil society, 3) whether all stakeholders have been included sufficiently, and 4) how best to continue the engagement, especially as preparations are made for the 2013 High-level Dialogue.

### **Modalities for Engagement**

The participants identified various ways in which international organizations and civil society contribute to the deliberations of the Global Forum. Participants recognized the contributions of the United Nations and other international and regional organizations, particularly through the involvement of the Special Representative of the Secretary General for International Migration and Development in providing strategic advice and the members of the Global Migration Group (GMG) in providing expert support in the preparation of GFMD meetings and for the implementation of GFMD outcomes and recommendations. Appreciation was shown to the International Organization for Migration (IOM) for hosting the GFMD Support Unit and offering its assistance in preparation of materials for the discussions. Several GMG members also co-organized thematic meetings in the lead up to the Concluding Debate in 2011 and have participated in the *ad hoc* Working Groups on Data, Research and Policy Coherence and Protecting and Empowering Migrants. A representative of the UN Department of Economic and Social Affairs (DESA) provided a schedule of the lead-up to the High-level Dialogue on International Migration and Development, expressing his hope for continued cooperation between governments and international organizations in these preparations.

While re-emphasizing the state-led nature of the process, delegates also expressed appreciation for the role of civil society in augmenting and contributing to the discussions of the GFMD. Most participants spoke to the importance of the Common Space as an innovation in allowing an examination of issues with input from both civil society and government. As one delegate observed, the Common Space is an opportunity for exchange. A number of participants urged further evolution in the Common Space in order to permit more effective dialogue. One delegation emphasized the need to consolidate the framework in which the Common Space takes place, emphasizing that the Common Space should provide for frank and open dialogue beyond arguments and complaints in

order to fulfill the expectations of bridging the gap between governments and CSOs. The Common Space should not only be about mentioning problems but also about discussing possible solutions. Another delegate concurred, highlighting the need to set common objectives for the Common Space. Noting that it is difficult to have true discussion in a setting with more than 700 participants, several delegations expressed a preference for smaller groups to discuss topics of common interest in future GFMD meetings. As one delegate recommended, a break-up of the Common Space into smaller parallel discussions along the GFMD process and final event is a useful avenue to be explored and to be recommended to the Mauritian Chair.

Several delegations observed that the Common Space came at the end of the process and referenced the need for engagement with civil society in the lead-up to the annual GFMD meetings. One delegation described consultations held several times per year with members of civil society to discuss the issues on the GFMD agenda. These consultations occur in person and via teleconference. They have been important inputs to the government's understanding of the issues and preparations for their participation in the thematic meetings and Concluding Debate. Delegations further emphasized the value in conferring with their national civil society representatives during the CSD in order to gain a better appreciation of the issues discussed and recommendations to be made to the GFMD. The Swiss Chair observed that an increasing number of governments were taking this opportunity to meet with their civil society representatives; this was consistent with previous recommendations of the CSD and with more coherence and a global approach to migration. Continuous engagement with civil society builds trust in the relationship, a delegation noted. As described, the aim is not a fusion of identities of government and non-governmental actors but a better recognition of each other's roles.

The thematic meetings in 2011 increased both civil society and international organization involvement in preparations for the GFMD. One delegation noted that these meetings were very productive because partners, issues and themes were deliberately selected. This allowed for real interaction. The *ad hoc* working groups also benefited from feedback from international organizations, civil society and, especially, academics and other experts who could bring new data, research and methodologies to the attention of governments as they prepared the agenda for the GFMD. Another delegate suggested that side events and the Platform for Partnership discussions provide useful information on topics beyond those under discussion in the working sessions and could be a relevant avenue for engagement between governments and non-governmental actors.

A representative of an international organization concurred, noting that the thematic meetings were very constructive due to the joint participation of states, especially policy makers from the capitals, international organizations and NGOs. As a result, the debate in the working session on Cluster III regarding Migration Profiles and mainstreaming was animated and practical, drawing on the conclusions and recommendations of the thematic meetings held under this topic. The discussions were also enhanced by state-IO collaboration on a Global Migration Group (GMG) project piloting the mainstreaming of migration into development planning. The practical experiences of the pilot countries animated the discussions at the working session as did the experiences of countries that, with the assistance of international organizations and other experts, are preparing Migration Profiles. Because of these practical activities, governments engage more in the debate and discussions go beyond generalities.

### **Timing of Engagement**

Many delegations spoke to the need for more sustained engagement between states and non-governmental partners. As discussed previously, several delegations described consultations they had with civil society partners in the lead-up to the Concluding Debate and recommended the practice. Engaging international organizations early in the process was also seen to be essential to

the effectiveness of the process. Engaging with these partners early in understanding the issues and possible actions to be taken will make follow-up to the discussions more effective. Good examples of specific ideas coming from the GFMD that were implemented by partners were projects on “mainstreaming migration” and Migration Profiles, as discussed previously.

One delegation suggested a different sequencing of the CSD and GFMD meetings. Rather than overlapping in time, the delegation recommended that civil society meet well ahead of governments so that states would have more time to digest the recommendations that come out of the CSD. Others countered, however, that the current sequencing of the CSD and GFMD discussions allow for exchange of views, as seen in the Common Space. They expressed concern that separating the two meetings in time would reduce the opportunity for meaningful dialogue. In addition, certain other delegates referred to the need for more interactive sessions between governments and CSOs during the whole year and during the GFMD itself, bringing the idea of small interactive sessions on topics of the GFMD agenda to enhance the quality of dialogue and give a chance for the formulation of effective and practical partnerships as was the case of the Joint Symposiums convened in August and October with both governments and civil society.

### **Partners and Stakeholders**

Delegations agreed on the need for engagement with a broad range of non-governmental partners. These included international organizations that have expertise in migration and development issues as well as civil society. Civil society was interpreted to include representatives of migrant and diaspora organizations, trade unions, migrant rights groups, academia and the private sector. While each of these groups has been represented in the CSD and Common Space, the discussion focused on identifying ways to increase the participation of two specific groups deemed to have particular importance as stakeholders in decisions on migration and development: the diaspora and the private sector.

Several delegations spoke of the need for greater engagement of states with migrants and members of the diaspora within the GFMD setting and beyond. One delegation described a series of initiatives aimed at strengthening the role of diaspora, including a handbook on Diaspora contribution, assisting governments in countries of origin to engage their Diaspora in development projects, and supporting the EU Diaspora outreach initiative, which is aimed at skill and knowledge transfer. Another participant mentioned that one success of the CSD has been the growth in the number of migrant-led associations participating in the meetings, to the point where they represent the largest single group. Another participant noted that the involvement of the PGA has also been an important innovation because many of its members are migrant-led associations.

Less successful has been the engagement of the private sector in the GFMD processes in general. This has been the case despite the success of the Bern meeting, the agenda for which focused specifically on private sector engagement. Fewer representatives of businesses have applied for participation in the CSD than is true of the other components of civil society (migrant and diaspora organizations, trade unions, migrant rights organizations, academia and researchers). Participants were reminded of the conclusions of the thematic meeting on “Markets for Migration and Development” in Bern in September 2011: “Successful migration management can only take place on the basis of close collaboration between government and industry. It was agreed that the half-hearted dialogue between public and private sector entities was partly the result of an underdeveloped institutional framework and bureaucratic obstacles. The difficulty of having a coherent strategy to link security, foreign policy and economic policies was seen as an additional obstacle to developing a sustainable migration policy.” Questions had been raised about the capacity and relevance of CSOs, and by extension, ICMC, as the international civil society coordinator for the

2011 GFMD, to mobilize the private sector. In relation to this, there was agreement by government representatives and ICMC that other channels should be explored.

### Moving Ahead

The state-led nature of the GFMD was clearly not in dispute during the Special Session, nor was the involvement of civil society and international organizations. The question that came up most often is how and when governments, civil society and international organizations should engage in the GFMD and how the Chair should organize the consultation with civil society actors as a whole. The discussions showed the value of gaining inputs from non-governmental partners at each stage of the process, from preparations to the implementation of recommendations coming out of the GFMD discussions. A key element of the discussion was the issue of shared responsibility, that is, the responsibility of each partner to engage in meaningful exchange.

In sum, the discussion showed a multiplicity of ways in which governments could engage effectively with civil society and international organizations in the context of a state-led process:

- The Common Space was perceived as a welcome development. It was however also recognized that the group is too large to engage in meaningful dialogue. In the interest of finding new ways of making the Common Space more effective, it may be beneficial to break the Common Space up into smaller groups engaging more intensively on specific issues as either a complement or substitute of the Common Space as operated in Puerto Vallarta and Geneva. This smaller group discussion could be distilled and spread out during the GFMD as such and not automatically scheduled for the first day, as an opening session at the GFMD. This will depend on how the preparation of the GFMD process is organized around the year and how discussions between the Chair and the CSOs representative develop.
- The engagement of civil society and international organizations in the thematic meetings appeared to be effective even though an evaluation has not yet been done. Such meetings may be a way of engaging multiple actors in discussing specific issues in preparation for the CSD and final meeting among states.
- The same can be said of joint meetings organized twice in 2011 in partnership with ICMC and the Chair. The Joint Symposium held in August also actively engaged national Swiss NGOs which could benefit from the knowledge of the global actors for their own institutional development.
- The *ad hoc* Working Groups also provide an opportunity for more focused discussions among states, civil society and international organizations.
- There was widespread appreciation of the value of holding consultation meetings on the national level between governments and civil society before the GFMD annual meetings in order to provide input to the government discussions. A further useful opportunity for such bilateral exchanges is to hold meetings on the margins of the Civil Society Days.
- The Platform for Partnerships and side events have been effective ways of getting input from different stakeholders during the final GFMD meetings.

In relation to the modalities of collaboration between the Chair and the GMG, the following conclusions were arrived at:

The systematization of a dialogue at the level of the Chair-in-Office and the current Chair of the GMG and the regular inclusion of a representative of the GFMD Chair-in-Office at periodic GMG Working Level Meetings to exchange information and updates on ongoing events and processes in relation to GFMD preparation have been assessed positively by both parties and, by extension, by those governments present. However this consolidated dialogue with GMG as a whole did not and should



not exclude more focused discussion at bilateral level with specialized agencies. The 2011 GFMD has witnessed strong commitment of some GMG agencies in supporting the organization of thematic meetings chaired by governments.

Last but not least, the modalities to engage with CSOs this year have been drastically revamped by engaging in direct partnership with a fellow civil society actor, ICMC. This option brought added value to the former modalities of going through a third party as it facilitated greatly the consultation process within the CSOs themselves, between the CSOs and the Chair and, by extension, between the CSOs and the governments. However, as the resources were lesser than the previous years, CSOs could not implement as foreseen their plan of action (organization of CSOs preparatory inter-regional meetings and more systematized participation in GFMD thematic meetings). It is therefore too early to assess the impact of such direct collaborative modalities on the quality of the interaction and assess the 2011 Chair's reasoning to engage in a direct partnership with a CSO. More autonomy induces more direct responsibility of CSOs to achieve the results of a dialogue between governments and civil society which is jointly organized. This explains why the current Chair-in-Office advocated for a continuation of this direct partnership in order to be able to see the results of a major institutional change.

In conclusion, the Co-chair reiterated that migration is an issue important to all governments and therefore states have agreed to establish the GFMD in order to be able to discuss freely and informally about the subject. The GFMD is a state-led process, but the presence of international organizations and civil society has been there from the outset. In this session it was brainstormed how the participation of non-governmental partners could enrich the process in the future.

Governments will have the opportunity to continue the discussion in the GFMD Steering Group. That will be the main body to determine the characteristics and the features of the Forum in the future. The Friends of the Forum also provides a space where non-governmental participants can provide inputs for the Forum. The discussion is far from being over. The work will continue during the year towards the Forum in Mauritius.

## **VIII. Closing Session**

The Concluding Session of the GFMD 2011 Concluding Debate began with the reports on the working sessions by the Cluster Rapporteurs and on the Special Session on the GFMD Assessment (Phase I) by the UN Secretary-General's Special Representative for International Migration and Development. Ambassador Eduard Gnesa then delivered the conclusions by the GFMD 2011 Chair, followed by a brief handover ceremony to the incoming GFMD Chair Mauritius, the statement by the incoming Chair Mr. Ali Mansoor, and the Closing Address by H.E. State-Secretary Peter Maurer, Federal Department of Foreign Affairs, Switzerland.

Acting as Cluster Rapporteurs were Ms. Nahida Sobhan, Minister from the Permanent Mission of Bangladesh in Geneva, for Cluster I; Mr. David DiGiovanna, Deputy Counselor from the US Permanent Mission in Geneva, for Cluster II; and Mr. Kaçim Kellal, Head of the Department of International Affairs and Solidarity Development, for Cluster III. Their respective reports containing the summaries of discussions and the recommendations of the working sessions can be found in Annex F.

The Special Representative for International Migration and Development reported the results of the Special Session on the GFMD Assessment (Phase I). He referred to the history of the GFMD, including the context of conceptual and ideological differences in which it was created in 2006. The Forum was a compromise intended to overcome these difficulties. However, despite the fragility of the GFMD

process, its lack of an institutional base and its unpredictable funding mechanism, the assessment results proved that it has been a remarkable success. The assessment exercise showed the overwhelmingly positive responses of sixty-six governments where over eighty percent of the respondents believed that the GFMD had added significant value and contributed in one way or another to the assistance of migrants and to development policy-making. Eighty-seven percent of the respondents expressed overall satisfaction with the GFMD process.

Mr. Sutherland highlighted the role of the GFMD Steering Group members and the contributions that the United Nations institutions can make through their involvement. He urged the Global Migration Group (GMG) to deliver more goals for the Global Forum as a collective institution while giving due regard to the contributions of certain members of the GMG. He drew attention to the continuing challenges of the GFMD, in particular the lack of sustainable funding and a mechanism that can ensure the future of the process, and the need to better engage the civil society. In this regard, he was grateful for the offers of certain governments to host future GFMD meetings, and was optimistic that the upcoming High-level Dialogue on International Migration and Development in 2013 may produce new ideas and better approaches, without institutionalizing and undermining the informal and voluntary nature of the process.

On the substantive front, he believed that the GFMD can address many other global concerns, including the issue of stranded migrants in conflict situations, the modern day-slavery embodied in the Kafala system, and the implementation of the Domestic Workers Convention. He concluded that the GFMD process has brought concrete results which have been generally satisfactory to UN member states.

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Ambassador Eduard Gnesa, GFMD 2011 Chair, recognized and thanked all Co-chairs, Rapporteurs, and others who skillfully managed the various sessions of the Concluding Debate. The two-day discussions had been particularly fruitful because of the rich, concrete and practical insights brought into the debate by 14 thematic workshops held around the world. As a result, around 160 states and 30 observers have learned from each other and built new partnerships.

He highlighted three key points that came out of the Concluding Debate. *First*, the Common Space offered a unique opportunity for governments and civil society to identify some common grounds as possible alternative responses to irregular migration, including through sustainable development, job creation and opening more legal avenues for regular migration, or by means of regularization and reducing the demand for irregular migration. *Second*, the six working sessions yielded multiple findings and outcomes which constituted the core of the GFMD 2011 Concluding Debate, and which can be pursued for further actions at the next Global Forum. *Third*, the GFMD Assessment exercise reached a number of conclusions, foremost of which was the confirmation by an overwhelming majority – i.e., 80 % of the responding governments – that it is generally satisfied with the GFMD process.

The special session on the Platform for Partnerships confirmed its usefulness as an online and offline tool for showcasing practices on migration and development, and promoting networking and partnerships. The Session also discussed the progress of the three Platform kick-off projects that were launched last year in Puerto Vallarta.

The last special session on the “Relationship between the GFMD and Non-governmental Partners” confirmed the important roles that international organizations and civil society play in the GFMD –

they help governments in translating GFMD outcomes into reality, and they are an integral part of the national, regional and global debate and action on migration and development.

The Chair expressed hope that the key highlights of the two-day debate will serve governments in moving forward with their own migration and development practices and policies. He reiterated that in the final analysis, it is the many migrants and their families at home and abroad that benefit the most from more coherent and effective policies. Every migrant protected is a community strengthened, and development in a poor country also means development in a rich country. In this sense, governments are bound together more than ever in a flatter, globalized world by common aspirations, common hopes for a better life, and common challenges. The Global Forum in this regard can help governments and non-government stakeholders find collective solutions to their mutual concerns and continue sharing wisely the common space in which they live in.

### **Brief Handover Ceremony**

After the Chair's conclusions, a brief ceremony for the handover of the GFMD Chairmanship to the next Chair Mauritius ensued. The outgoing Swiss GFMD Chair acknowledged the fact that Mauritius has been a mainstay of the GFMD process from the outset, and that despite its small size it has had a big and coherent migration story to tell. He presented to H.E. Ali Mansoor, Financial Secretary of the Republic of Mauritius and GFMD 2012 Chair, a special plaque with the inscriptions of all Chairs of the Global Forum from 2007 to 2011. Switzerland prepared this plaque in order to inscribe in stone and duly remember the efforts and commitment by all the Chairs since the first GFMD meeting took place in Brussels in 2007. With ample space left open, the plaque will be passed on to the future GFMD Chairs. He then invited the GFMD 2012 Chair to deliver a statement.

Incoming 2012 GFMD Chair, H.E. Mr. Ali Mansoor, first congratulated the Swiss Government, particularly Ambassador Gnesa, for the excellent work that the Swiss Taskforce had done, making 2011 a dynamic and rich year for the Global Forum. He then complimented the Swiss Chair for steering the first phase of the GFMD Assessment and bringing it to a successful conclusion. He also welcomed the offer of Turkey to host GFMD 2015.

Mr. Mansoor anticipated that the GFMD 2012 meeting will be held in Mauritius on 21-22 November 2012. Assisting the GFMD 2012 Chair will be Ambassador Shree Servansing, Permanent Representative of the Republic of Mauritius to the UN in Geneva, who will steer the second phase of the GFMD Assessment and lead the coordination efforts in Geneva.

The Mauritian GFMD Chair affirmed the need to tackle the challenges and build upon the successes of past GFMD meetings – both in terms of process and substance -- while maintaining the central focus on the promotion of well-being of migrants. As new Chair, Mauritius will try to lead the GFMD by building a series of bridges – bridges from the past of the Forum to its future; bridges between governments and non-state actors, particularly the civil society and also the private sectors; and finally, bridges between the GFMD and the on-going processes at both national and regional levels.

He announced that the work program of the 2012 GFMD will be finalized through a broad consultative process, involving governments and non-government partners. In early December, a draft concept paper with a survey form will be circulated to member states to enable them to communicate their views and proposals. On 18 January 2012, Mauritius will organize a brainstorming meeting among governments in Mauritius, to be followed by a consultation with the non-governmental actors and the civil society on 19 January. Thereafter, the first round of preparatory meetings of the GFMD Steering Group and the Friends of the Forum will be held in Geneva on 6 and 7 February, respectively.

Mr. Mansoor was optimistic that GFMD 2012 will not only bring the Global Forum to Africa, but also encourage greater involvement by Africa in the process. For this purpose, he believed the GFMD should start thinking about a multi-annual framework which will allow engagement between governments and other actors like the civil society on common practical programs. He was also of the view that the GFMD funding mechanism should be less *ad hoc*, more predictable and practice-oriented. He saw the need for a more solid framework based on a clear, practical agenda and a multi-year mechanism for both action and funding. He stressed the critical role of international organizations in this regard.

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In his closing remarks, H.E. State-Secretary Peter Maurer commended the whole Swiss GFMD Taskforce including its advisors and the GFMD Support Unit for the hard work that had been done in 2011. Given the voluntary nature of the Forum, the 2011 Swiss GFMD has successfully demonstrated that there is sufficient political will and personal commitment to continue the GFMD as a unique global process.

He observed that governments openly discussed on a global level some potentially sensitive issues like irregular migration and labour market planning. Considering that there was no global platform on migration issues five years ago, he considered the presence of around 160 states in the GFMD 2011 Concluding Debate a remarkable success. He thus underlined the need to take care of the informal and non-binding character of the Forum, which affords governments and other stakeholders a space for trust-building, and open and frank debate.

He also underscored that the GFMD's relationship with the United Nations was not an "either-or" relationship, as some have claimed, but rather an "as-well-as" relationship. He believed that an efficient global dialogue on migration and development needed both a platform for operational and informal dialogue like the GFMD, and a platform for political dialogue and stocktaking like the UN High-level Dialogue. The UN and the GFMD complemented, rather than competed against each other.

State-Secretary Maurer concluded that the GFMD has become a crucial part of the international dialogue on migration and development. But while the GFMD was the only regular and global platform for exchanges on migration and development, all stakeholders should take care of it and strive to make it even better. On this note, he expressed confidence that the GFMD process will continue and thrive in the capable hands of Mauritius in 2012.

## **IX. Conclusion**

Over the past five years, the GFMD has sought to contribute to more *policy coherence* on migration and development at the national, regional and global levels, strengthen the *capacity* of states to address migration and development opportunities and challenges more effectively, and promote international *cooperation* and partnerships among states and between states and other actors.

Each annual meeting has deepened the understanding of the complexity that underlies the migration and development nexus, and each meeting has created a basis for governments, international organizations and civil society to deal more effectively with these challenges. Over time, the Forum has also shaped the global agenda on migration and development; and through its

inclusive approach, ongoing consultations and follow-on activities, it has also evolved into a process rather than just an annual conference.

In 2011, the Swiss Chair has taken the Forum one step further. Under the overarching theme of *'Taking Action on Migration and Development – Coherence, Capacity and Cooperation'*, 14 small and practice-oriented thematic meetings were organized in different parts of the world, to benefit from the concrete experiences of migration and development practitioners on the ground and to feed the wealth of new knowledge and practices produced by these meeting into a global 2-day Concluding Debate at the end of the year.

This new approach in preparing an annual full GFMD meeting could only be achieved because of the commitment and support so many governments, international agencies and other partners offered to these thematic meetings, which involved 1200 participants from governments, international organizations and civil society. Three government teams subsequently coordinated the three cluster summaries reflecting the content and outcomes of the thematic meetings. The Swiss Chair wishes to renew here its profound gratitude to all those who contributed to this process.

By discussing such themes as *Labour mobility and development; Addressing irregular migration through coherent migration and development strategies; and Tools for evidence-based migration and development policies*, the GFMD 2011 also took further a series of issues that had been addressed in earlier meetings, but which required more in-depth review and analysis. This was especially relevant in a year that saw a deepening of the economic crisis, and of social and political unrest in certain parts of the world, which also affected the situation of millions of both nationals and migrants, and confronted governments and other actors with new challenges.

The debate on irregular migration and development was particularly timely as it allowed a deepening of the dialogue between origin, transit and destination countries and such critical questions as migrants' rights and protection, law enforcement and inter-state cooperation and partnerships in a context of development to be addressed. The discussion on labour migration and development sought to engage more actively the private sector and also focused on the crucial issues of global care workers, lowering the costs of migration, skills development, and regulating recruitment processes. Progress was also made in taking further practices and concepts related to the tools that can facilitate the factoring of migration into development planning, including migration and development mainstreaming processes, extended Migration Profiles and policy impact assessments.

The GFMD 2011 also saw further strengthening of consultation and cooperation with international organizations, in particular the Global Migration Group (GMG), and with civil society. The 'Common Space' arrangement, launched at the 2010 GFMD, was pursued and enabled participants to have a useful exchange of different opinions and perspectives. This meaningful mechanism should be maintained, but certain adjustments may be required to ensure a more focused and better structured debate.

Of key importance in 2011 was the first phase of the GFMD Assessment process. Following the adoption of the 2-year assessment framework at the 2010 GFMD meeting in Puerto Vallarta, the Swiss Chair guided this process in conjunction with a small Assessment Team, which produced a comprehensive Assessment Report reflecting the responses to a survey focusing on the way the Forum operates. The overwhelmingly positive responses on the usefulness and value added of the Forum are proof that the process has come to play a critical role in the global debate on migration. But the Swiss Chair is also aware that the GFMD is a work in progress and that serious attention must be given to improve its functioning in certain areas, including funding, enhance the quality and

concrete usefulness of its thematic outcomes, and consolidate the process as the only global platform for multilateral discussion of the migration and development agenda. The 2012 strategic and political analysis of possible options on the Forum's future will thus be of paramount importance.

The Swiss Government will contribute its chairing experience, and its political and substantive vision on the multilateral migration and development dialogue, to the Forum as it further evolves. It also expresses its deep-felt appreciation to all governments and other partners which contributed to a work-intensive, productive and successful Forum process in 2011.

## GFMD 2011 Concluding Debate

1–2 December 2011, Palais des Nations, Geneva

### “Taking Action on Migration and Development – Coherence, Capacity and Cooperation”

#### 1 December 2011 – Day 1

8:00–9:00	<b>Registration and Distribution of GFMD Badges and Conference Documents</b> <i>Welcome Coffee</i>	Room XIX Escargot Bar
9:00–10:00	<b>Opening Session</b>  <i>Opening address</i> by the GFMD Chair-in-Office, Ambassador Eduard Gnesa, Special Ambassador for international Cooperation in Migration, Switzerland  <i>Keynote speech</i> by H.E. Federal Councillor Simonetta Sommaruga, Head of the Federal Department of Justice and Police, Switzerland  <i>Video message</i> by H.E. Mr. Ban Ki-moon, Secretary-General of the United Nations, introduced by Mr. Thomas Stelzer, United Nations Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs  <i>Statement</i> in representation of the GMG Chair by Ms. Pilar Alvarez-Laso, UNESCO Assistant Director-General for the Social and Human Sciences  <i>Report</i> by the Civil Society Chair Mr. William Gois, Regional Coordinator of the Migrant Forum in Asia	Room XIX
10:00–13:00	<b>The Common Space</b>  <b>“Looking at the Big Picture: Demographics, Youth (Un-) Employment, Development and Migration”<sup>1</sup></b>	Room XIX
13:00–15:00	<b>Lunch</b>	Room XIX
15:00–18:00	<b>Simultaneous Working Sessions I</b>	
	<p><i>Cluster I – Labour Mobility and Development</i></p> <p><b>Engaging the Private Sector in Labour Market Planning</b></p> <p><i>Co-Chairs:</i> Sri Lanka – Mr. Uthman Jauhar, Minister, Permanent Mission of Sri Lanka to the UN in Geneva Switzerland – Mr. Gottfried Zürcher, Director for Migration Policy, Federal Office for Migration</p> <p><b>Room XVI</b></p>	
	<p><i>Cluster I – Labour Mobility and Development</i></p> <p><b>Lowering the Costs of Migration for Higher Development Gains</b></p> <p><i>Co-Chairs:</i> Nigeria – H.E. Ambassador Martin Uhomobhi, Permanent Secretary of the Ministry of Foreign Affairs UAE – Mr. Alex Zalami, Adviser to the Minister of Labour</p> <p><b>Room XXIV</b></p>	
	<p><i>Cluster III – Tools for Evidence-based Migration and Development Policies</i></p> <p><b>Mainstreaming Migration into Development Planning / Migration Profiles</b></p> <p><i>Co-Chairs:</i> Philippines – H.E. Esteban Conejos Jr., Undersecretary, Migrant Workers’ Affairs, Department of Foreign Affairs Moldova – Ms. Daniela Morari, Deputy Head of Division, Ministry of Foreign Affairs</p> <p><b>Room XXV</b></p>	
18:30–21:00	<b>Cocktail Reception</b>	Delegates’ Restaurant, 8th floor

<sup>1</sup> Please see separate document for details.

## 2 December 2011 – Day 2

8:30–9:00 **Welcome Coffee** Rooms XXV, XXIV, XVI

### 9:00–12:00 **Simultaneous Working Sessions II**

*Cluster I – Labour Mobility and Development*

#### **Global Care Workers at the Interface of Migration and Development**

*Co-Chairs:*

Ghana – Ms. Mary Mpereh, Principal Planning Analyst for the National Development Planning Commission

Jamaica – Mr. Easton Williams, Director, Social Policy Planning and Research, Planning Institute of Jamaica, Ministry of Foreign Affairs and Foreign Trade

**Room XXIV**

**Cluster II – Addressing Irregular Migration through Coherent Migration and Development Strategies**

*Co-Chairs:*

El Salvador – H.E. Juan José García Vasquez, Deputy Foreign Minister, Ministry of Foreign Affairs

Turkey – H.E. Ambassador Sakir Fakili, Director General, Consular Affairs, Ministry of Foreign Affairs

**Room XVI**

*Cluster III – Tools for Evidence-based Migration and Development Policies*

#### **Impact Assessments of Migration and Development Policies**

*Co-Chairs:*

Morocco – H.E. Mohammed Bernoussi, Secretary General, Ministry in Charge of the Moroccan Community Residing Abroad

Switzerland – Mr. Michel Mordasini, Director for Global Cooperation, Swiss Agency for Development and Cooperation, Federal Department of Foreign Affairs

**Room XXV**

12:00–14:00 **Lunch** Room XIX

13:00–14:00 **Open Information Session: GFMD Assessment (Phase I)** Room XIX

### 14:00–16:30 **Simultaneous Special Sessions**

#### **GFMD Assessment (Phase I) Heads of Government delegations**

*Co-Chairs:*

H.E. Sir Peter Sutherland, Special Representative of the UNSG for International Migration and Development

Ambassador Eduard Gnesa, GFMD Chair-in-Office

**Room XVI**

#### **Platform for Partnerships: Progress and outlook**

*Co-Chairs:*

Mauritius – H.E. Ambassador Usha Dwarka-Canabady, Head, Economic Directorate, Ministry of Foreign Affairs

Liechtenstein – Mr. Hans Peter Walch, Head, Migration and Passport Office

**Room XXV**

#### **Relationship between the GFMD and Non-governmental Partners**

*Co-Chairs:*

Mexico – Ambassador Ernesto Céspedes Oropeza, Director-General of Global Issues, Ministry of Foreign Affairs

Netherlands – Mr. Han Peters, Director Consular Affairs and Migration Policy, Ministry of Foreign Affairs

**Room XXIV**

16:30–17:00 **Coffee Break** Escargot Bar

17:00–18:30 **Concluding Session** Room XIX

*Reports on the Working Sessions by the Cluster Rapporteurs:*

Cluster I: Bangladesh – Ms. Nahida Sobhan, Minister, Permanent Mission of Bangladesh to the UN in Geneva

Cluster II: USA – Mr. David DiGiovanna, Deputy Counselor, Refugee and Migration Affairs, Permanent Mission of the U.S. to the UN in Geneva

Cluster III: France – Mr. Kaçım Kellal, Head, Department of International Affairs and Solidarity Development

*Report of the Special Session on the GFMD Assessment (Phase I) by H.E. Sir Peter Sutherland, Special Representative of the UN Secretary-General for International Migration and Development*

#### **Closing Remarks**

*Conclusions by the outgoing GFMD Chair, Ambassador Eduard Gnesa, Switzerland*

*Handover ceremony of the GFMD Chairmanship*

*Statement by the incoming GFMD Chair, H.E. Ali Mansoor, Financial Secretary, Ministry of Finance and Economic Development, Mauritius*

*Closing address by H.E. State Secretary Peter Maurer, Federal Department of Foreign Affairs, Switzerland*





## **Cluster I: Labour Mobility and Development**

### ***Working Session 1.1: Engaging the Private Sector in Labour Market Planning***

1. Governments in destination countries could offer companies seeking to invest in emerging markets incentives to help train the local workforce (beyond their immediate needs), for example by match-funding the training.
2. Destination countries with large numbers of unemployed migrant workers could cooperate with companies in the country of origin to provide employment opportunities for the returning workers.
3. Migrant recruiting companies should be encouraged to invest and participate in community-based programs in countries of origin.
4. Destination countries could increase awareness of the diaspora as potential investors in their country of origin, e.g. with the help of government grants or credits (risk capital).
5. GFMD 2012 could take forward the issue of including the private sector as a dialogue partner on migration and development issues.

### ***Working Session 1.2: Lowering the Costs of Migration for Higher Development Gains***

1. The GFMD could in future discuss the issue of migrant skills/qualifications development and training, as well as skills recognition, for purposes of empowering contract workers and increasing their earning power in the country of destination, and their re-integration potential when they return home.
2. The next GFMD may move forward more concretely on monitoring and regulating recruitment agencies, to ensure accountability.
3. The GFMD should continue to discuss and monitor circular migration and seasonal or temporary migration.

### ***Working Session 1.3: Global Care Workers at the Interface of Migration and Development***

1. Gender and family should continue to be a focus of the GFMD, particularly through ongoing global discussions on domestic workers (expanding on the two workshops in 2011).
2. The Checklist to Protect and Support Migrant Domestic Workers tabled at the thematic meetings and the Concluding Debate can be further discussed via an interactive GFMD website, as a policy tool for governments developing new laws and policies, or revising old ones, to protect domestic workers.
3. The GFMD should follow up on the implementation of the report “Migrants Count” promoted by the GMG; and on the outcomes of efforts in Cameroon and India to collect data on, and

understand the impacts of domestic work on development. It should further explore the recommendation of the thematic meetings to include domestic workers (and gender issues generally) in Migration Profiles.

4. Governments need to share knowledge and experiences on gender-responsive legal, social and financial protection measures for migrants through bilateral/ multilateral dialogue and other platforms, since these protections are new for some countries.

## **Cluster II: Addressing Irregular Migration through Coherent Migration and Development Strategies**

### ***Working Session: Addressing Irregular Migration through Coherent Migration and Development Strategies***

1. A more in-depth and common understanding of the concrete linkages between irregular migration and development needs to be created, since these linkages have been inadequately explored and need further examination. GFMD members need to clarify what is meant by 'development' in the context of irregular migration. The term has multiple meanings that encompass economic, social and political factors, many of which have different inter-linkages with regular and irregular migration. GFMD member states need to define more clearly which relationships they want to explore at any one time.
2. While it is recognized that irregular migrants too contribute to development, both of their countries of origin and countries of destination (for example through remittances and skills development), the costs of irregular migration fall disproportionately on the migrants themselves, due to their increased vulnerability. It is therefore essential for all countries to pursue common efforts to discourage and reduce irregular migration.
3. In addressing the challenge of irregular migration, states need to remember that migrants are human beings with human rights who should be treated with dignity and respect throughout the migration cycle, regardless of their migration status. In this regard, governments of destination countries should put into place schemes to avoid xenophobia and group enmity towards migrants. The mixed character of many irregular movements should also be acknowledged, which may include persons in need of international protection.
4. Practical and results-oriented partnerships, shared responsibility, enhanced policy coherence and mutual cooperation between countries of origin and destination are the key foundations for addressing the multiple aspects of irregular migration and its linkages with development. Any debate on irregular migration should also include the views of transit countries, and visa policies should be reviewed with a view to facilitating regular migration.
5. The GFMD should further examine the phenomenon of South-South irregular migration, noting the importance of regional challenges and approaches to the specific regional dynamics of irregular migration and development. Countries suffering from large migration flows should be supported through regional initiatives aimed at promoting growth and providing employment opportunities in host communities, also as an act of solidarity.
6. Considering the lower propensity to migrate from countries with well-established small and medium enterprises (SMEs), international cooperation aimed at developing SMEs in origin

countries could be an effective tool in addressing irregular movements. To this end, development aid and technical cooperation between governments could focus on the creation of SMEs.

7. Joint public information campaigns to alert potential migrants to the risks inherent in irregular movement need to be enhanced through cooperation between migration authorities in origin and destination countries. Consular office networks to identify and assist migrants in vulnerable situations should be strengthened and sustainable reintegration programs and related inter-state cooperation to help re-establish returnees in their home communities and to prevent "re-migration" should be pursued.
8. Enforcement and migrant protection objectives can be mutually reinforcing when prevention and enforcement measures are managed in full respect of fundamental human rights. Such mutually reinforcing actions should be pursued.
9. Finally, all delegations expressed strong support for the continued inclusion of irregular migration and development in future GFMD meetings.

### **Cluster III: Tools for Evidence-based Migration and Development Policies**

#### ***Working Session III.1/3: Mainstreaming Migration into Development Planning / Migration Profiles***

1. Mainstreaming migration into development planning and extended migration profiles, should be implemented as longer-term processes and planning tools aimed at factoring migration into development planning and *vice versa*.
2. To be successful, these processes require strong political will by implementing governments, need appropriate national capacity, demand sustained coordination and cooperation within government, including national focal points and technical working groups, and should also involve relevant actors from civil society.
3. Ownership of both planning tools is with implementing governments, which determine the national priorities to be considered.
4. The Global Migration Group (GMG) and other relevant international organizations should continue supporting governments through technical advice and international funding.
5. The full range of information gathered in Extended Migration Profiles directly supports and feeds into a mainstreaming process, and such Profiles should ideally be available before a mainstreaming process is launched. The practical link between both tools should thus be recognized and their synergetic use be pursued actively.
6. The GMG should pursue its effort to make available core indicators for the comprehensive collection of data in Extended Migration Profiles, *inter alia* for the purpose of ensuring appropriate comparability between national and international data.
7. To ensure comprehensive and reliable data in Extended Migration Profiles, all relevant government agencies should provide data on the basis of all information the respective government agencies have available, and regularly update such data.

8. Governments should share Migration Profile data with other governments, in particular between destination and origin countries, to incorporate the full range of relevant information. Where applicable, this should include data on irregular migrants and on migrants that find themselves caught in situations of conflict. Migration Profile data should also be shared at the regional and global levels. The creation of a data bank on the GFMD website, where such data are made accessible and can be shared, would be welcomed.
9. Recognizing the different levels of knowledge of the mainstreaming migration into development planning tool, the GFMD, GMG and other relevant bodies should pursue efforts to raise awareness of this tool among governments and other actors, *inter alia* through the 2010 GMG publication 'Mainstreaming Migration into Development Planning: A handbook for policy-makers and practitioners'. Progress and results of the GMG mainstreaming pilot projects in Bangladesh, Jamaica, Mali and Moldova, should in due time also be shared with GFMD participating governments.
10. Considering migration's impact at the local and regional levels and the complementary nature of local actions to national development plans, mainstreaming experiences at local and regional levels should be launched and progress reported to governments and civil society actors under the auspices of the GFMD *ad-hoc* Working group on Policy Coherence, Data and Research.

### ***Working Session III.2: Impact Assessments of Migration and Development Policies***

#### ***a. Impact Assessments***

1. Impact assessments should be considered integral components of coherent and effective migration and development policies. In conjunction with migration and development mainstreaming and Migration Profiles, assessment processes serve governments to factor migration into development policies and *vice versa*.
2. Considering the limited number of governments that are conducting fully-fledged policy assessments, governments and other actors should continue promoting a 'culture of evaluation'. The GFMD and its *ad-hoc* Working Group on Policy Coherence, Data and Research should assist in this process by pursuing the discussion on this issue and sharing practices and experiences of governments and relevant international organizations.
3. Obstacles to assessment processes (costs, potentially negative results that put into question established government policies, tension between short-term and long-term impact and interests, lack of capacity and data, etc.) can be overcome through political will and government ownership. Assessments should not be viewed as a burden, but as an opportunity to learn from experiences and determine what works and what does not.
4. International expert bodies should pursue efforts to cooperate with governments in capacity building and sharing of technical knowledge.
5. In response to the difficulty of defining assessment benchmarks and indicators a comprehensive set of indicators should be developed to ensure an evidence-based assessment approach. International expert agencies should continue assisting governments in this regard. Data available in Migration Profiles could also contribute to determining such indicators.

6. Considering the inter-linkages between international and internal migration processes, and their impact on migration and development in concerned countries, transnational impact assessment exercises should also be encouraged and their results shared.

***b. Contribution of Migrant Associations to Development***

1. Home and host countries should recognize that migrant associations can bring multiple contributions to the development of local communities, on account of migrant associations' solidarity with their home land, knowledge of local realities and needs, long-term commitment and respect of local and traditional values.
2. Given the locally-rooted nature of migrant associations' engagement towards their home communities, their contribution can be maximized through decentralized development mechanisms. However, such contributions need to feed coherently into national or regional development plans.
3. Support by central governments and local authorities at both ends of the migration trail is essential for migrant associations to act as professional partners, in synergy with official migration and development policies.

**GFMD Civil Society Program – 29 and 30 November**  
*Taking Action on Labour Migration, Development and the Protection of Migrant Workers and their Families*

CHAIR GFMD CIVIL SOCIETY DAYS 2011: <u>William Gois</u> , Migrant Forum Asia CO-CHAIR: <u>John Bingham</u> , International Catholic Migration Commission (ICMC)	
TUESDAY 29 NOVEMBER	
PART I: OPENING SESSIONS	
9.00 – 10.00	<p><b><u>Opening Ceremony</u></b> * <span style="float: right;"><b>Room: B</b></span></p> <ul style="list-style-type: none"> <li>- <b>Johan Ketelers</b> – Secretary General ICMC</li> <li>- <b>Ambassador Eduard Gnesa</b> - Swiss Chair-in-Office</li> <li>- <b>Mark Muller</b> – President of the Geneva State Council</li> <li>- <b>Gustavo Lara Alcántara</b> – Director of the BBVA Bancomer Foundation</li> </ul>
10.00 – 11.15	<p><b><u>Opening Debate</u></b>* <span style="float: right;"><b>Room: B</b></span></p> <p style="text-align: center;"><b>“Food for Thought”</b> <b>Key Agents of Change in Labour Migration, Development and the Protection of Migrant Workers.</b></p> <p><i>Keynote Address:</i> <b>Sharan Burrow</b> General Secretary of the International Trade Union Confederation (ITUC)</p> <p><i>Reflections by:</i> <b>Oscar Chacon</b> Executive Director National Alliance of Latin American and Caribbean Communities (NALACC)</p> <p style="padding-left: 100px;"><b>Göran Hultin</b> CEO Caden Corp. C.A.</p> <p style="padding-left: 100px;"><b>Gloria de Pascual</b> Director of the International Migration Branch International Labour Organization (ILO)</p> <p>Reflections from the floor</p>
11.15 – 11.45	<p>Coffee Break <span style="float: right;"><b>Foyer</b></span></p>
11.45 –12.30	<p><b><u>Presentation of Program and Methodology Civil Society Days</u></b> <span style="float: right;"><b>Room: B</b></span></p> <ul style="list-style-type: none"> <li>• <b>Work in Progress - Connecting and Building on:</b> <ul style="list-style-type: none"> <li>○ Previous GFMD Civil Society Recommendations on Labour Migration, Development and the Protection of Migrant Workers and their Family - <b>Wies Maas</b>, ICMC</li> <li>○ Outcomes of the People’s Global Action on Migration, Development and Human Rights (PGA) – <b>Colin Rajah</b>, Migrants’ Rights International (MRI)</li> </ul> </li> <li>• <b>Towards the Future: The Road to the UN High-level Dialogue on International Migration and Development 2013</b> – <b>John K. Bingham</b>, ICMC</li> </ul>
12.30 –14.30	<p>Lunch <span style="float: right;"><b>Restaurant le Jura</b></span> Side-event Program</p>

\* For these sessions government delegations have been invited

PART II: FIRST ROUND OF SIMULTANEOUS WORKING SESSIONS	
	<b>Theme 1</b> <b>Rights-based Policy-making for the Benefit of Migrant Workers and Families</b>  <b>Room: B</b>
	<b>1.A Rights-based Labour Migration Policies</b> Implementing institutional and legal frameworks and instruments for the protection of migrant workers and their families, including migrant domestic workers
	<b>Theme 2</b> <b>Improving Protection of Migrants Moving or Working in Irregular Circumstances</b>  <b>Room: F</b>
	<b>2.A Access to Protection for Migrant Workers with Irregular Status</b> Reducing and remedying the vulnerabilities and victimization of migrants with irregular status: in transit, at the workplace and in the community
	<b>Theme 3</b> <b>Re-imagining Labour Mobility</b>  <b>Room: G</b>
	<b>3.A Labour Matching</b> Engaging governments, the private sector, trade unions and other social partners in addressing labour market and workers' needs and demands, as well as recruitment and employment practices
	<b>Theme 4</b> <b>Investing in Development Alternatives to Migration</b>  <b>Room: K</b>
	<b>4.A (Co-) Development for Decent Jobs "at Home"</b> Realizing the right not to migrate and mitigating "brain drain": creating decent jobs "at home", improving social policies and expanding opportunities for training and education
14.30 – 16.00	<b>Simultaneous working sessions theme 1.A - 2.A - 3.A - 4.A: Part 1.</b> <i>Identification of issues, solutions and 'best' practices</i>
16.00 – 16.30	Coffee Break  <b>Foyer</b>
16:30 – 18.00	<b>Simultaneous working sessions theme 1.A - 2.A - 3.A - 4.A: Part 2.</b> <i>Towards recommendations and follow-up</i>
19.30-22.00	<b>Cultural Evening</b> <i>(at Salle Communale de Plainpalais, Rue de Carouge 52, Geneva)</i>

WEDNESDAY 30 NOVEMBER		
<b>PART III: REPORT BACK THEMES 1.A - 4.A</b>		
<b>8.00-9.00</b>	Conclusions and Recommendations - Themes 1.A – 2.A – 3.A - 4.A	<b>Room: B</b>
<b>PART IV: SECOND ROUND OF SIMULTANEOUS WORKING SESSIONS</b>		
	<b>Theme 1</b> <b>Rights-based Policy-making for the Benefit of Migrant Workers and Families</b>	<b>Room: K</b>
	<b>1.B Migrant Workers' Families</b> Addressing the phenomenon and effects of family fragmentation in migration and development, the right to family unity and reunification and access to services, education and work for family members	
	<b>Theme 2</b> <b>Improving Protection of Migrants Moving or Working in Irregular Circumstances</b>	<b>Room: F</b>
	<b>2.B The “Business” of Irregular Migration</b> Addressing the demand for irregular labour and its exploitation: in particular the roles and responsibilities of employers, recruiters and middlemen; governments of countries of origin and employment; as well as social actors in trade unions, broader civil society and the migrant him/herself	
	<b>Theme 3</b> <b>Re-imagining Labour Mobility</b>	<b>Room: G</b>
	<b>3.B Circular/Temporary Labour Migration</b> Examining the positives and pitfalls of temporary and circular migration programs and policies	
	<b>Theme 4</b> <b>Investing in Development Alternatives to Migration</b>	<b>Room: B</b>
	<b>4.B Diaspora, Employment and Development</b> Focusing on actors and actions in migration and development: the specific role of diaspora and migrants vis-à-vis other actors in forging decent jobs and development in countries of origin	
<b>9.00-10.30</b>	<b>Simultaneous working sessions theme 1.B - 2.B - 3.B - 4.B: Part 1</b> <i>Identification of issues, solutions and ‘best’ practices</i>	
<b>10.30-10.45</b>	Coffee Break	<b>Foyer</b>
<b>10.45-12.15</b>	<b>Simultaneous workings sessions theme 1.B - 2.B - 3.B - 4.B: Part 2</b> <i>Towards recommendations and follow-up</i>	
<b>12.15-14.00</b>	Lunch Side-event Program	<b>Restaurant le Jura</b>



<b>PART V: REPORT BACK THEMES 1.B – 4.B RECOMMENDATIONS</b>		
<b>14.00-15.30</b>	Conclusions and Recommendations - Themes 1.B - 2.B - 3.B - 4.B First Draft Final Recommendations / Statement	<b>Room: B</b>
<b>15.30 - 15.45</b>	Short break	
<b>PART VI: THE ROAD TOWARDS 2013 AND THE FUTURE OF THE FORUM**</b>		
<b>15.45 - 16.40</b>	<b>Part 1</b> Perspectives on future scenarios for the GFMD - <b>Sir Peter Sutherland</b> , UN Special Representative of the Secretary-General for Migration - <b>by video conference</b>  Reflections from the floor	<b>Room: B</b>
<b>16.40 - 17.00</b>	Coffee Break	<b>Foyer</b>
<b>17.00 – 18.20</b>	<b>Part 2</b> Perspectives on future scenarios for the GFMD, HLD & global governance of migration - <b>Thomas Stelzer</b> – Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs, Department of Economic and Social Affairs, United Nations (UN DESA) - <b>Kathleen Newland</b> - Director Migration Policy Institute (MPI) - <b>Ambassador Sergio Marchi</b> – Special Advisor Pace Global Advantage - <b>Colin Rajah</b> – Migrants' Rights International (MRI)  Reflections from the floor	<b>Room: B</b>
<b>18.20 - 18.30</b>	Short Break	
<b>PART VII: CLOSING</b>		
<b>18.30-19.00</b>	Closing Ceremony	<b>Room: B</b>
<b>19.00 - 21.00</b>	<b>Joint Civil Society – Government Cocktail Reception</b> <b>Hosted by the Swiss Chair and ICMC as the Civil Society Coordinator</b> <i>(at the foyer of Palexpo Congress Centre)</i>	

\*\* government delegations and civil society participants of the People's Global Action on Migration, Development and Human Rights (PGA) have been invited to join this common space with civil society delegates

<b>THURSDAY 1 DECEMBER - OPENING STATES' GFMD CONCLUDING DEBATE</b>		
<b>8.00-9.00</b>	Arrival and Welcome at <b>Palais des Nations – Entrance: "Pregny Gate"</b>	
<b>9.00-10.00</b>	<b>Opening Session</b> (Government and civil society delegates) <i>Including a Report on the Civil Society Days</i>	<b>Building E, Room XIX</b>
<b>10.00-13.00</b>	<b>Common Space</b> (Government and civil society delegates)  <b>Looking at the Big Picture: Demographics, Youth (Un-) Employment, Development and Migration</b>	<b>Room XIX</b>
<b>13.00-15.00</b>	Lunch	



## INTERNATIONAL CONTRIBUTIONS TO SWISS GFMD 2011 CORE BUDGET

### A. Financial

Donors	Amount	Purpose
<b>Chair in Office</b>		
Switzerland	CHF 141,640.00	For GFMD assessment exercise
Switzerland	CHF 175,000.00	For advisory services
Switzerland	CHF 41,650.00	For preparatory meetings
Switzerland	CHF 71,710.00	For the Platform for Partnerships
Switzerland	USD 236,000.00	For the GFMD Concluding Debate
<b>Other Countries</b>		
Australia	USD 75,000.00	For consultancy services
Australia	USD 75,000.00	Non-earmarked
Belgium	Euro 35,000.00	For participation of BDCA Member States
Canada	USD 25,000.00	Non-earmarked
Denmark	DKK 375,000.00	For participation of developing countries
Denmark	DKK 375,000.00	For the GFMD Support Unit
Italy	USD 1,891.00	For organizational expenses
Liechtenstein	CHF 20,000.00	For the Platform for Partnerships
MacArthur Foundation	USD 31,996.00	For advisory services
Netherlands	Euro 50,000.00	For the GFMD Support Unit
Netherlands	USD 95,282.00	For organizational expenses
Norway	NOK 500,000.00	Non-earmarked
Philippines	USD 16,705.00	For the GFMD Support Unit
Portugal	USD 1,805.00	Non-earmarked
Spain	Euro 100,000.00	Non-earmarked
Sweden	SEK 700,000.00	For the GFMD Support Unit
Sweden	SEK 1,000,000.00	For participation of developing countries
United States of America	USD 98,459.00	For the GFMD Support Unit

### B. In-Kind

IOM	Secondment, International Advisor, also technical and logistics assistance
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## ACKNOWLEDGEMENT

The Swiss Confederation extends its gratitude to the following governments and non-governmental partners that have lent financial and in-kind support to the Swiss GFMD Chair for the organization of the 2011 GFMD work program.

### A. Financial Contributions to the Core Budget of 2011 GFMD

12 Governments have provided financial contributions which helped defray the core budget of 2011 GFMD, namely, the Commonwealth of Australia, the Kingdom of Belgium, Canada, the Kingdom of Denmark, the Italian Republic, the Principality of Liechtenstein, the Kingdom of the Netherlands, the Kingdom of Norway, the Portuguese Republic, the Kingdom of Spain, the Kingdom of Sweden, and the United States of America.



Moreover, indirect financial support was extended by the International Organization for Migration (IOM) and the ACP Secretariat in terms of secondment of a senior adviser to the GFMD Chair and travel assistance to the Member States of the African, Caribbean and Pacific Group of States, respectively.



### B. GFMD Thematic Meetings

Likewise, the following governments and organizations have supported the 2011 GFMD Thematic Meetings either financially or in kind as chairs or co-chairs, hosts, organizers and implementing partners.

*Governments:*

Republic of Argentina, People's Republic of Bangladesh, Kingdom of Belgium, Republic of El Salvador, French Republic, Georgia, Republic of Ghana, Jamaica, Republic of Mali, United Mexican States, Republic of Moldova, Kingdom of Morocco, Federal Republic of Nigeria, Republic of the Philippines, Democratic Socialist Republic of Sri Lanka, Republic of Turkey, and United Arab Emirates.



*Organizations:*

African Diaspora Policy Centre, Business for Social Responsibility, Global Migration Group, International Centre for Migration Policy Development, International Labor Organization, International Organization for Migration, John D. & Catherine T. MacArthur Foundation, Migration et Development, Migration Policy Advocacy Network, Office of the High Commissioner for Human Rights, United Nations Entity for Gender Equality and the Empowerment of Women, United Nations Population Fund, United Nations Institute for Training and Research, United Nations Development Programme, World Bank, and the World Trade Institute.





**Statement of the 2011 Civil Society Days**  
29-30 November 2011  
Geneva, Switzerland

Presented on 1 December 2011 to the Opening Plenary of States, Civil Society and Observers, Global Forum on Migration and Development 2011 by William Gois, Chair of the Civil Society Days of the 2011 GFMD.

## **I. Introduction**

Excellencies, ladies and gentlemen, fellow migrants and colleagues,

Human mobility is happening, is unstoppable, and affects us all. We all know as well that we need to do better at responding to this global phenomenon. When are we going to catch up with this? Which kind of change do we want—change we manage or change we cannot?

Aiming to better understand and work with you to improve responses to global migration, 186 civil society delegates from 61 countries, including 73 migrants—the largest number of diaspora and migrant organizations participating in the GFMD to date—met in Geneva this week, along with 160 observers, guests and governments in the fifth Civil Society Days of the Global Forum on Migration and Development. The focus of our two days of deliberation was Labour Migration, Development Alternatives to Migration, and the Protection of Migrant Workers and their Families—very similar to your agenda.

We gather in Geneva just a week before the International Organization for Migration and the UN High Commissioner for Refugees both mark their 60<sup>th</sup> anniversary. These organizations came into being as a direct response by governments and peoples to humanitarian and protection urgencies of their day. Delegates see similar urgency in the experience of millions of migrants and their families worldwide, and wonder: where are the world's leaders today? Leadership gaps are especially conspicuous at national levels, where we have witnessed the startling growth in xenophobic political and media rhetoric, burden shifting rather than burden sharing in responding to the exodus from North Africa, and the failure of many states to implement international and regional obligations to protect migrants, or to enforce their own laws and policies in that regard.

Civil society delegates also asked themselves whether they too, were really doing enough to combat these developments. Delegates stressed the importance of national and local civil society organizations doing more to work with their governments, pointing to many examples of positive results achieved in direct collaboration with municipal and local leaders, such as access to education and essential health services for migrant children.

## **II. Global governance and rights**

Civil society took up the question of global governance of migration. Although there is little consensus as yet as to the form that global governance might take, civil society agrees that whatever system develops must have an indisputable basis in normative frameworks. Such norms exist in the UN Migrant Workers Convention—not an exception but rather one of the nine *core* international human rights treaties. The reticence of developed countries in particular to ratify the UN Migrant Workers Convention is disingenuous to their own often better traditions of appreciating rights, and unhelpful with respect to other countries that need to ratify and respect the Convention.

Additional normative tools also exist: Delegates specifically referenced ILO Convention 189 on domestic workers, which must be ratified by all countries and implemented, with special attention to the most vulnerable groups: migrants, undocumented workers, those working for diplomats, and au pairs. The ILO Multilateral Framework for Labour Migration, including its chapters on decent work, on means for international cooperation on labour migration, on effective management of labour migration, protection of migrant workers, and migration and development, together with its extensive presentation of best practices, provides an excellent framework as well.

Civil society looks especially to the International Labour Organization for a new energy and new commitments to organizing practical and rights-based approaches to labour migration—for the long overdue repair of labour migration itself and not just for development, and for the protection of native as well as migrant workers and their families. Civil society delegates emphasized their respect for the standards-setting and tripartite approach of the ILO, but implored much greater engagement by the ILO in matters of protection, including stronger monitoring of compliance by states with their obligations under international labour conventions.

## **III. Re-Imagining Labour Mobility**

For the first time in the five years of the GFMD, civil society turned its attention expressly to the dynamics of the labour market and its implications for migration.

Given the evidence of pervasive exploitation in the process of labour recruitment, standards must be clarified and enforced for recruiters and employers. Some of the worst of the recruitment and placement abuses occur within the laws of some countries or when authorities consciously disregard their own laws. Civil Society believes, however, that, in concert with governments, the ILO and other international organizations, and with particular engagement of private sector actors of goodwill, there is genuine prospect in significantly reducing the travesty of recruitment abuses in the near term.

Clearly there is insufficient data for effective labour matching by government, and labour market analysis is urgently needed to better understand short and long-term needs, recognizing that these cannot always be predicted accurately. The mismatch in many jurisdictions between labour demand and supply can result in high unemployment of local workers, even as employers seek foreign workers. More research is needed on how governments and employers can recognize the value of skills and credentials acquired abroad and how countries can establish mutual recognition schemes.

Not only labour but education and training should also be ‘matched’. It is important to remediate disconnects between what employers and investors need and the education and training programmes that exist. Education systems in countries of origin should align education and training needed in the labour market, with appropriate focus on vocational and technical training, especially for middle skill levels.

Civil society reiterates that “circular and temporary migration” is not a win-win-win form of migration. In fact, it can result in triple losses. Migrant workers and their families are significant losers, as are many countries of origin that lose skilled workers, such as teachers and health professionals. Such policies can also increase exploitation of migrants in destination countries, especially if migrants are tied to specific employers during the duration of their visas.

Delegates reiterated points made in previous CSD’s, that circular and temporary labour migration schemes should not replace permanent employment, and should include pathways to permanent residence status and citizenship. We underscored the need to focus on development needs of countries of origin, including through financing for development commitments made by developed countries, so that labour migration will not be necessary for many workers.

#### **IV. Family migration**

Also for the first time in the Global Forum process, civil society delegates picked up the issue of practical protection for families in both destination and origin countries. Many migrant workers leave their families, including children left behind, often in contexts where there are no possibilities of visiting or reuniting with their families. These restrictions generate a series of negative implications on migrant rights to family life. Family fragmentation impacts the whole family; fathers, mothers, children, grandparents are affected psychologically and emotionally by family separation.

Civil society calls- on governments to ensure that the right to family unity and reunification and the wellbeing of the family are the cornerstones of migration policies. The right of children to parental care is fundamental. Support systems for transnational families to mitigate the hardship ensured by migration must be implemented, including child protection systems and access to education, services, psychological support, health insurance and investment.



## **V. Irregular migration**

While irregular migrants are irrefutably covered under all of the human rights instruments that apply to every person, they are widely treated as rights-less in the gap between international legal obligations and practice on the ground. Civil society confronts this gap every day in the abject suffering it causes to migrants and their families.

Civil society reaffirms our view that governments must stop the criminalization of migrants with irregular status. Lack of status does not strip migrant of rights, or a state's basic obligations. Under international human rights law, all migrants, irrespective of immigration status, have the right to health, education for children, labour protections, justice for victims of crime and violence, to name some of the issues of most importance to migrants. Governments should remove legal barriers that prevent irregular migrants from exercising these rights, for example, by ensuring that information collected by service providers is not shared with immigration enforcement agencies. They should also ensure effective enforcement of labour rights and enshrine mechanisms in national legislation that guarantee access to redress for all migrants, regardless of immigration status.

Reducing irregular migration requires attention to the institutions and individuals that facilitate and benefit from it. These include employers that exploit irregular migrants; consumers that enjoy inexpensive goods and services, without regard to the wages and working conditions of those who produce them; the human smugglers who profit from migrants' desperation to reach their destinations; and traffickers who coerce or deceive migrants solely to exploit their labour.

Violence against migrants at borders, in transit and in destination countries is a growing problem that demands attention from governments. We urge states and international agencies to join us in urgently putting in place consistent responses of assistance and protection to those victims, in particular women and children. Improved mechanisms are needed to ensure that migrants are rescued at sea when such rescue is needed, and differentiated upon arrival for the specific protection to which they are entitled under international, regional and national law. UNHCR's 10 Point Plan of Action for Refugee Protection and Mixed Migration is a useful framework in this direction.

Corruption of public officials in countries of origin, transit and destination remains an important contributing factor in irregular migration and in violations of the rights of migrants. Governments should ensure that law enforcement officials take seriously their responsibility to protect migrants, including by instituting penalties against officials who demand bribes and commit acts of violence against migrants.

Civil society urges governments to reallocate resources from border controls to enforcement of labour standards to protect all workers and reduce the economic incentives to hire, and exploit, irregular migrants. Recognizing that some employers attempt to escape penalties by subcontracting for their labour, governments should institute mechanisms to ensure that the businesses that ultimately benefit from such practices are held liable along with the employer of record.

Border enforcement policies, including arrest, detention and deportation of irregular migrants, continue to be used despite evidence that they do not deter irregular migration and are costly in financial and human terms. Indeed, there are many practical solutions within reach. Civil society proposes public-private partnerships to implement community-based alternatives to detention for irregular migrants, which have been found to be cheaper, effective and more humane.<sup>1</sup>

States should not offload their responsibilities to private companies that profit by the detention of irregular migrants. These companies are often unregulated and place detainees at risk of human rights abuses.

Evidence is overwhelming that irregular migration is fuelled by an absence of regular channels for labour migration and family reunification. Regularization can be an effective mechanism to reduce irregular migration, especially when such programmes accompany reforms that provide regular migration channels that address genuine labour market, family reunification and protection needs.<sup>2</sup> These programmes bring irregular migrants out of the shadows and enable them to contribute fully to their host countries.

Media play an important role in framing public opinion about irregular migration. Although some media bring needed attention to the exploitation of irregular migrants, others misrepresent the causes and impacts of irregular migration. Civil society should launch public information campaigns to counter misrepresentations, including the widespread use of the term 'illegal immigrants.' Civil society should also implement awareness raising campaigns to help ensure that irregular migrants know and are able to exercise their rights and responsibilities. Irregular migrants often do not know their rights and sometimes are unable to obtain relief from deportation even when they are eligible for such programs.

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<sup>1</sup> Such programs include screening and case management systems that determine the most appropriate alternative; advise migrants as to their rights and responsibilities, and involve community-based organizations. As we have previously recommended, especially vulnerable groups, including children, pregnant and lactating women, trafficking victims, survivors of torture, abuse and trauma, the elderly, disabled and persons with serious health conditions, should never be placed in detention facilities.

<sup>2</sup> Regularization programs need to balance the issues and concerns of both irregular migrants and States. They should deal comprehensively with the issue, in a manner that is beneficial for all stakeholders, and be well publicized and financially accessible.

## **VI. Human and economic development**

Civil society welcomed the opportunity for a more in-depth discussion of the “development” aspect of migration and development. Certain trade, finance and macro-economic policies have undermined development (including jobs, services and food security), caused net outflows of capital from developing nations, and created the necessity for millions to migrate. A rights-based approach to development which addresses economic and social rights, including decent work and essential public services, is necessary to make the “right to remain” possible. While they clearly can contribute to development, migration and remittances are not in and of themselves a development strategy. They cannot replace commitments made by governments to the Right to Development; 0.7 % of GDP for development aid; and the Millennium Development Goals--particularly Goal 8 of the MDGs on partnership for development and financing development. New challenges like climate change and land grabbing (by governments and transnational corporations) and economic crises reduce options for people to build livelihoods in their countries.

The impact of lost jobs, cuts in public services and climate change have both race and gender dimensions. When unions organize for decent work, particularly strong public services, both service workers and the general public have more opportunities to earn decent wages and therefore stay in the country. Unions need to create regional networks within sectors for effective advocacy, as well as alliances between migrant sending and receiving countries. Often, lack of policy coherence between ministries undermines workers and farmers’ livelihoods, forcing them to migrate. Civil society calls for effective policy coherence, including linking urban and rural areas.

Civil society groups criticized development programmes and assistance that focus more on efforts to repatriate irregular migrants than real, broad, development. In linkages between migrant diasporas and local sending communities, it is important to involve local stakeholders, create trust relationships, remove red tape, speed up decisions on project funding, and encourage direct partnership between diasporas and the private sector. Local, state and national governments should adjust the legal and financial framework to promote migrants as entrepreneurs, provide access to credit and skill development and to match employment needs. Those funding and implementing local projects should consider indicators of success beyond profitability. Small and medium enterprises play a critical role in job creation and should be promoted. Migrant diaspora organisations should cooperate with academia on policy development and then work with government.

## **VII. Migrant and Diaspora Empowerment**

With the right tools, migrants will be empowered to defend their own rights. Migrants are empowered through information, education, and capacity-building, including respect for the creation of migrant associations and forming unions.

Systems for adequate dissemination of information as well as education in a broad sense, e.g., including local language should be set up. Migrants should be organised through capacity-building programmes to create representative associations or form unions. Rights awareness raising campaigns and community organising models have proved to be effective approaches to empower migrant workers. Migrants organisations could reach out to media to raise awareness among the public and create media programmes that give them a voice e.g. through the creation of migrants' media such as radio stations. This facilitates the promoting and defending of their rights.

Migrants' participation in the development of policy should be guaranteed. Governments have the responsibility to promote and practice dialogue with civil society; therefore there should be a space for consultation. Networks could be created at regional level for advocacy and dialogue with authorities.

Transnational partnerships of unions or migrant worker associations and regional alliances between countries of origin and destination have proved effective as well as alliances between civil society partners of different background on national and local level. Since migrant workers' right and ability to organise themselves is fundamental to have their voices heard, the involvement of trade unions should be encouraged and freedom of association guaranteed for all. A growing body of research makes clear that migrant workers whose rights are respected will in turn have more access to decent work, thereby increasing their capacity to have a positive impact in their home communities.

States need to institutionalize their relationships to their migrants and broader Diasporas to ensure the latter's contribution to national development programme of the source countries. Such contributions may go well beyond remittances and include knowledge and skills sharing. A structure for constructive dialogue with migrants and the Diaspora may also be created, especially to engage with them, the private sector and governments to foster alternative financing for SME development and the creation of decent jobs. There is also the need for further research to collect evidence and collate information about how migrants and the Diaspora contribute to the local and national economy and development.

### **VIII. Future of the Forum and the road to the High Level Dialogue 2013**

Civil society had keen interest in the Future of the Global Forum on Migration and Development, the agenda, format and outcomes of the UN High Level Dialogue on Migration and Development, and the linkage between the two processes. The UN High Level Dialogue is a pivotal event and civil society is eager to play an integral role in the preparations and outcome. At the same time, they affirmed that the primary concern is the future of migrants, more than the future of the forum.

The Global Forum, including the Civil Society Days, is a process, not an event. Delegates affirm the increasing role that civil society has played in partnering with governments to date and seek increased opportunity for dialogue through ongoing mechanisms to integrate both deliberations. We seek a partnership with governments throughout the year.

Civil society agreed to formulate proposals on potential modalities for future governance. We welcome opportunities to consider this future together with governments in assessing modalities for engagement between civil society and government in preparation for the 2013 High Level Dialogue.

## **ANNEX: Affirmation of strong Civil Society convergence on prior GFMD recommendations to States**

Civil Society delegates to the 2011 GFMD were asked at the outset of each working session to consider, and to re-affirm, if so desired, the principal recommendations that Civil Society made at prior GFMD meetings, relevant to the four themes of the Civil Society programme this year.

On the theme of “**Rights-based Policy-making for the Benefit of Migrant-Workers and their Families**”, Civil Society affirmed the following recommendations from prior GFMDs:

1. for governments to ratify, implement and enforce the UN Migrant Workers Convention, as well as ILO conventions 97, 143 and the new Domestic Workers Convention (189);
2. for the observance of all workers’ human rights and labour rights regardless of their migration status, including non-discrimination (i.e., the same treatment, working conditions, and wages as comparable native workers), freedom of association and access to social security benefits, health care, education, family unity and legal remedies and mechanisms for enforcing rights.
3. for governments to reaffirm and reinforce family rights, in particular the right to family unity, by easing access to visas, visitation and ensuring pathways to reunification.

On the theme of “**Improving Protection of Migrants Moving or Working in Irregular Circumstances**”, Civil Society affirmed the following recommendations from prior GFMDs :

1. that governments stop the criminalization of migrants with irregular status, and pursue alternatives to detention while never placing in detention pregnant or lactating women, children, survivors of torture, abuse and trauma, elderly, disabled or persons with serious health conditions, or other vulnerable groups.
2. for more, fair and transparent regularization mechanisms to resolve the situation and vulnerabilities of migrants with irregular status
3. for regular and safe migration channels for low-wage workers, including for domestic workers, in order to prevent migrants from getting caught up in vulnerable irregular work situations.
4. for recognition by government that freedom of association applies to all workers, including migrants irrespective of their status.

On the theme of “**Re-imagining Labour Mobility**”, Civil Society affirmed the following recommendations from prior GFMDs:

1. for governments to create more regular, safe and decent channels for labour migration and decent work grounded in the reality of workforce shortages.
2. for better regulation and monitoring of recruitment and employment practices in order to protect migrants from human rights abuses and exploitation and to reduce the transaction cost of migration for migrants.
3. for temporary and circular labour migration programmes and policies to ensure equal access to workers’ rights and entitlements, including freedom of association, equal payment, social security and the right to family unity.
4. for circular/temporary labour migration schemes only in response to temporary gaps in the labour market, including to seasonal demand for labour, rather than to replace permanent employment. Pathways to permanent residence status and citizenship need to be provided.
5. for governments to reform migration programmes and policies so as to facilitate circularity and flexibility for workers with all levels of skill, to include the portability of rights and entitlements, multi-entry and multi-year visa, and to detach admission and stay from specific employers.

On the theme of “**Investing in Development Alternatives to Migration**”, Civil Society affirmed the following recommendations from prior GFMDs:

6. that governments have primary responsibility for sustainable and human development, and should work with civil society to create public policies that reduce the necessity and expand the choice to migrate
7. that governments assess the impact of trade policies, agricultural subsidies, and unsustainable development programs that displace large numbers of people from their homes and livelihoods.
8. that governments both in countries of origin and destination, foundations and other donors include diaspora and migrant organizations in development policy formulation and implementation and to increase the resources available for capacity building of diaspora and migrant organizations, focusing on such areas as financial literacy, development of organizational skills, advocacy and education.



**GFMD 2011 CONCLUDING DEBATE**  
**Common Space**  
**1 December 2011**

***“Looking at the Big Picture: Demographics, Youth (Un-) Employment, Development and Migration”***

**Venue:** Palais des Nations, Geneva  
**Date:** 1 December 2011  
**Time:** 10:00 - 13:00

**OBJECTIVES**

To discuss and identify, in the context of current demographic and youth (un-)employment trends, concrete measures and partnerships that can be developed between governments, private sector and civil society partners in origin, transit and destination countries to redress, reduce and avoid the situation of migrants in irregular circumstances and creating sustainable alternatives at home or abroad.

**GUIDING QUESTIONS**

***Opening Presentation “the big picture”***

- How will current demographic, workforce, (youth) unemployment phenomena and labour market developments affect and be affected by migration flows in both countries of origin and destination? Against the backdrop of these phenomena what policy directions and partnerships should be considered in order to respond to these labour market developments and to prevent an increase in irregular migration flows?

***Chapter A - Sustainable development, job creation and safe & legal avenues for migration:***

- What concrete measures and partnerships can governments, civil society and private sector partners undertake to:
  - a. Reduce the “necessity” to migrate in irregular ways by creating sustainable opportunities and jobs “at home”, and to change perceptions allowing youth and their families to believe in the possibility of a future “at home”?
  - b. Ensure more regular and safe avenues for migration as an alternative to irregular migration?

***Chapter B - Regularization and measures to remedy & reduce the demand for irregular migration***

- What are the benefits and challenges of measures intended to regularize the status of irregular migrants, from the perspective of countries of immigration and countries of origin? How can government, private sector and-civil society partnerships identify and develop appropriate regularization models?
- How can governments, private sector and civil society jointly and individually respond to the demand for irregular types of labour migration, ensuring that these jobs are performed in a legal manner and in respect of their basic rights as defined in international law?



10.00 – 10.05	<b><u>Introduction by Moderator</u></b> Ms. Zeinab Badawi
10.05 – 10.20	<b><u>Expert Presentation</u></b> Mr. Rainer Münz <i>“Looking at the Big Picture: Demographics, Youth, (Un-)Employment, Development and Migration”</i>
10.20 – 12.50	<b>Panel Discussion on Alternatives to Irregular Migration</b>
10.20 – 11.35	<b><u>Chapter (A)</u></b> <b><u>Sustainable development, job creation and safe and legal avenues for migration</u></b>
10.20 – 10.35	<b><u>Panellists</u></b> <b>Mr. Anaclet Kalibata</b> <i>Director General of Immigration and Emigration, Ministry in the Office of the President, Government of Rwanda</i>  <b>Ms. Crecentia Mofokeng</b> <i>Regional Representative for Africa and the Middle East, Building and Woodworkers International (BWI)</i>  <b>Mr. Göran Hultin</b> <i>Chief Executive Officer, Caden Corp.</i>  <b><u>Discussant</u></b> <b>Mr. Azfar Khan</b> <i>Senior Migration Specialist, International Labour Organization (ILO)</i>
10.35 – 11.35	<b>General Debate</b>
11.35 – 12.50	<b><u>Chapter (B)</u></b> <b><u>Regularization and measures to remedy &amp; reduce the demand for irregular migration</u></b>
11.35 – 11.50	<b><u>Panellists</u></b> <b>Ms. Izaura Maria Soares Miranda</b> <i>Director of the Department for Foreigners, Ministry of Justice, Government of Brazil</i>  <b>Ms. Joanna Sosnowska</b> <i>European Migration Network National Contact Point, Ministry of Interior and Administration, Government of Poland</i>  <b>Ms. Michele LeVoy</b> <i>Executive Director, Platform for International Cooperation on Undocumented Migrants (PICUM)</i>  <b><u>Discussant</u></b> <b>Mr. Albert Kraler</b> <i>Research Officer, International Centre for Migration Policy Development (ICMPD)</i>
11.50 – 12.50	<b>General Debate</b>
12.50 – 12.55	<b>Wrap-up comments</b> Mr. Rainer Münz
12.55 – 13.00	<b>Closing remarks</b> Ms. Zeinab Badawi

**RULES OF INTERACTIVITY*****Panel discussion***

- Each of the 3 panellists (per chapter) will be invited by the moderator to make an intervention of no more than 3 minutes in response to the guiding questions prepared for the panel discussion, to be shared in advance with both the panellists and the participants to the Common Space at large.
- Rather than delivering only fixed “position statements”, the panellists will also be encouraged by the moderator to react to previous panellists’ interventions.
- A representative from a relevant international organization – the discussant – will respond to and frame the 3 interventions made by the panellists, immediately after, instead of reading a statement.

***General Debate***

- As a general rule interventions from the floor, by governments and civil society representatives, can be no longer than 2 minutes to enable maximum participation from the floor. The moderator may intervene requesting the delegate to sum up his/her question or reaction and keep it as short as possible
- Only GFMD delegates and observers from Civil Society will be permitted to intervene from the floor. To ensure a balanced participation, interventions will alternate between government and civil society delegates. Given the 60 minutes of general debate for each chapter, between 18-20 interventions, per panel, can be made from the floor.
- Each delegate will be invited to introduce his/her name, position and organization/government before making the intervention.
- Interventions from the floor may include questions to the panellists, as well as perspectives from the delegate.
- Interventions and reactions from the panel should be short too.
- The moderator will turn back to the panellists (and the discussants as and when needed) for responses and reflections at least once and at the end of the general debate, before giving the floor to the expert for final wrap-up comments at the end of the Common Space debate.
- The moderator will then make the closing remarks.