

- 2ND DRAFT -

GFMD 2013-2014 Draft Concept Paper

20 March 2013

Unlocking the potential of migration for inclusive development

INTRODUCTION

The Global Forum on Migration and Development (GFMD) has contributed greatly to the global, regional and national policy debates during the period 2007-2012. It has provided a collegial space in which governments regularly share their experiences in the area of migration and development. Thanks to its state-led, informal and non-binding character, it has facilitated comprehensive and frank discussions on good practices – policies, programmes and projects. It has inspired initiatives and reforms, as well as cooperation and partnerships. The Forum also has helped to build trust among states and stakeholders by enabling them to constructively address sensitive issues.

This founding period of the GFMD process has benefited from the results of the first High-level Dialogue on International Migration and Development (HLD) in 2006. The experiences and trust established through the GFMD process can be highly useful for the second HLD in October 2013. The thematic discussions at the second HLD could, in turn, help create a stronger and deeper foundation for the continued GFMD process.

A thorough assessment process during 2011-2012 has concluded the GFMD's first six years. It has highlighted widespread satisfaction with the Forum among states and other stakeholders. An overwhelming majority of governments have confirmed that the Forum adds real value to their work as policymakers. Nonetheless, there are many ways in which the Forum can be improved.

A reinforced process will need to realize the common vision for the Forum's future articulated in the GFMD Assessment Report: consolidating the Forum; enhancing its impact on the global migration and development agenda; and ensuring its sustainability.¹ In order to implement this vision, it is necessary to bring the GFMD process to a second phase.

¹ *Consolidated Assessment Paper* – Phase 2 of the GFMD Assessment Process (2012), final draft 30 September 2012, modified by Mauritius and endorsed on 22 November 2012.

Sweden serves as Chair of the GFMD from January 2013 to June 2014. Its priorities and proposals build on the Forum's gradual progress and achievements since 2007, and are anchored in the recommendations of the Assessment Report. The GFMD process depends crucially on the contributions, support and engagement of all stakeholders. The Chair, therefore, will consult with GFMD stakeholders through an open-ended, transparent and inclusive dialogue. It will seek a broad, comprehensive agenda that is consensual, forward-looking, and outcome-oriented. To this end, the GFMD will encourage states and other stakeholders to share their experiences from voluntary follow-up of GFMD recommendations.

Overarching priorities

The Swedish GFMD Chair aims to launch a new, second phase of the Forum. Sweden suggests three mutually reinforcing key objectives concerning the substance, process and sustainable impact of the Forum:

1. A more development-focused Forum
2. A more dynamic Forum
3. A more durable Forum

A more development-focused Forum: substantive priorities

Efforts should be redoubled to strengthen the development dimension of the GFMD and the substantial contribution of the Forum to global, regional and national development agendas. A global debate has started regarding the concluding stages of the Millennium Development Goals (MDGs) process and the content of the UN development agenda beyond 2015. The GFMD is well situated to contribute to this debate and should seize the opportunity to do so. The Swedish GFMD Chair would like to explore how migration can be integrated in the Post-2015 UN Development Agenda as an enabler for sustainable, human development, encompassing both its inclusive economic and social dimensions. The development focus of GFMD discussions would, thereby, also be strengthened and more development practitioners would be encouraged to become engaged.

A more dynamic Forum: priorities for the GFMD process

The GFMD process should be reenergized by strengthening the involvement and ownership by states. The Swedish GFMD Chair would like to encourage more active and geographically balanced participation. It will propose clearer division of tasks and working methods for the Steering Group (SG) and the Friends of the Forum (FoF), reinvigorated Government Teams, a reinforced Support Unit (SU) and strengthened Platform for Partnerships (PfP). Taking into account the limited resources and informal character of the GFMD, progress in these areas would be sought with a view to help achieve more concrete, evidence-based and broadly relevant outcomes. The setting up of a *GFMD Expert Network*, for instance, would facilitate government engagement and participation in the Government Teams. *GFMD Online Discussions* and a *GFMD Policy and Practice Database* would improve outreach to more stakeholders and further strengthen the evidence-base.

A more durable Forum: priorities to ensure a sustainable impact

The Forum should reassure its sustainable impact on the global, regional and national debates by more stable and predictable funding. It should also safeguard that the accumulated knowledge and good practice is shared and implemented more broadly in the global community. A *Multiannual Work Plan* will help to focus attention also on the longer term, strategic principles, including those suggested in the Assessment Report. It could suggest ways to implement a revised funding structure and ways to improve the management and promotion of the policies and practices highlighted by the GFMD, based on the voluntary state-led nature of the Forum. It could suggest ways to amplify voluntary engagement with all relevant internal and external stakeholders to ensure an enhanced impact of GFMD outcomes and recommendations.

A MORE DEVELOPMENT-FOCUSED FORUM: SUBSTANTIVE PRIORITIES

Why do we need to strengthen the development dimension in the migration-development nexus?

The substantive priority of the Swedish GFMD Chair is captured in the title “Unlocking the potential of migration for inclusive development”. The main point conveyed here is that policies matter a great deal. The benefits of migration, however, do not come automatically.

It is by now clear that migration contributes to development and poverty reduction under certain conditions. Migrants often bring higher income and more opportunities to their families and communities. However, there remain many downsides to migration, including high transaction costs, lack of protection, high human and social costs, dependencies and social tensions within families and societies. Governments can help unlock the potential each migrant holds for development in the country of origin and destination. They can provide migrants with the fitting key in each context by an adequate policy mix, comprehensive legal frameworks and cooperation.

Coherent development policies that fully incorporate migration are often better equipped to maximise the benefits and minimise the downsides of migration. Governments that ensure the protection and empowerment of migrants can help them seek safe and gainful opportunities that also bring valuable development outcomes. This focus also resonates with the UN Secretary-General’s remarks prepared for the Mauritius GFMD Summit in 2012: “With the right policies, migration can promote development”.²

The Swedish Chair’s proposal for the overarching theme builds on the Assessment Report’s recommendations on how to reinforce the development dimension and increase the participation of development practitioners in the GFMD. This could be achieved through developing a clear and focused narrative of the role of migration in development, rather than a discussion on resource allocation. More focused and in-depth discussions on mainstreaming of migration into development policy and vice versa will be one step in this direction.

Moreover, as highlighted in the Assessment Report, an ambition should also be to bring a more substantial contribution of the Forum to global, regional and national development

² United Nations Secretary-General, *Remarks to Global Forum on Migration and Development*, delivered by Peter Sutherland, Special Representative for Migration and Development, Port Louis, Mauritius 2012.

agendas. The accumulated policies and practices that have been shared in the Forum over the years could provide an important reference point to the process preparing the UN development agenda beyond 2015. This was also identified as one of the key outcomes from Roundtable 2.1. at the Port Louis GFMD Summit in 2012. In addition, migration in the Post-2015 UN Development Agenda perspective is also a suggested theme for the 2013 HLD.

The UN System Task Team preparing for the Post-2015 UN Development Agenda has suggested four core dimensions where more work will be needed: *inclusive economic development*; *inclusive social development*; *peace and security*; and *environmental sustainability*. The UN Task Team also has introduced the importance of a number of *enablers* or means to achieve this development. Migration and enhanced mobility are identified among these enablers.³

The Swedish GFMD Chair suggests moving ahead with parts of this work within the Forum. Human development as the process of enlarging people's choices and improving human capabilities, can be further advanced through enhancing both inclusive economic and inclusive social development.⁴ Inclusive development follows the human development approach based on human rights principles. All individuals and groups of people need to be able to contribute to creating opportunities, participate in decision-making and share the benefits of development. Coherent policies can contribute to access to employment as well as efficient social safety nets and public services without excluding the poor and vulnerable individuals such as migrants. The GFMD could in particular contribute to the global debate by focusing on how to better define and operationalize migration as an enabler for human development – characterized by both inclusive economic and inclusive social development – with a view to integrate it in the Post-2015 UN Development Agenda.

Survey and thematic GFMD meetings

The Swedish Chair will seek to encourage substantive input to the work in the GFMD Government Teams in order to prepare the ground for more evidence-based Roundtable discussions. The first two steps in this regard will be a survey of GFMD governments and a series of Thematic Meetings.

Survey of GFMD governments to assess experiences on thematic priorities

A brief survey will be sent out during the first half of 2013 to GFMD Focal Points on the GFMD thematic priorities to be suggested in the final Concept Paper. The objective of the survey is to present governments with the opportunity to feed into the GFMD process their experiences in regard of the selected Roundtable themes. The survey will form the basis of a brief overview of GFMD governments' policies and practices in support of the work preparing each GFMD Roundtable.

The survey will focus on a few, key questions relating to the overall thematic priority of strengthening the development dimension of the GFMD. Questions would include preferences on how migration could be integrated in the Post-2015 UN Development Agenda; national strategies on mainstreaming and migration and development policy coherence; and the role of

³ UN System Task Team on the Post-2015 UN Development Agenda (2012) *Realizing the Future We Want for All: Report to the Secretary General*. This report is the basis of Global Thematic Consultations, among which one is focusing on Population Dynamics, including migration.

⁴ A definition of the concept of *inclusive development* is available at the UNDP website:

www.undp.org/content/undp/en/home/ourwork/povertyreduction/focus_areas/focus_inclusive_development/

national policy frameworks and initiatives to ensure that labour migrants and diaspora are empowered and can voluntarily transfer their assets in ways that bring the maximum benefits for economic and social development.

Selected themes and priorities for the GFMD Thematic Meetings

Subject to sufficient funding, the Swedish Chair suggests the following GFMD Thematic Meetings in order to prepare for and support the work in the Government Teams and the GFMD Summit Meeting in 2014:

- *Operationalizing mainstreaming of migration in development policy and integrating migration in the Post-2015 UN Development Agenda*
- *Improving development outcomes and international labour market complementarities through labour matching tools, labour migration and circular mobility*
- *Enhancing migrant empowerment and voluntary asset transfers for development*

The Thematic Meetings would be open to all GFMD member states and observers, but due to practical and logistical reasons, the maximum number of participants would have to be limited to around 100-120 per meeting. A selection process would give priority to those who wish to contribute actively and would then be based on a first-come-first-served principle. In order to attract global participation, these Thematic Meetings would be arranged in Geneva back-to-back to the regular SG and FoF meetings. Individual academics, representatives of civil society and the private sector would be invited to contribute with specific background information or presentations.

While Sweden plans a traditional GFMD Chairmanship with a limited number of regular SG and FoF meetings, the 7th GFMD Meeting, and the suggested Thematic Meetings, it remains open towards taking into account the outcomes of relevant initiatives (workshops or conferences) prepared by individual governments, regional consultative processes or observer organisations. Links and references to such initiatives will be made available on the GFMD website. The GFMD Chair would also welcome considerations and contributions from those stakeholders to the thematic priorities outlined in the final version of this Concept Paper.

GFMD Roundtables

As suggested in the Assessment Report, a more focused debate in the Forum is necessary in order to avoid repetition. Follow-up of previous outcomes would also contribute to progress on the basis of the already accumulated, shared experience. Each Chair does not necessarily need to cover all “traditional” GFMD topics, as a longer-term thematic vision could be addressed in the *Multiannual Work Plan* (see below). The Swedish Chair hopes foremost to stimulate more targeted, evidence-based and in-depth discussions.

There is also a need for flexibility in relation to the outcomes of the 2013 HLD. The HLD is expected to discuss several subject matters that are highly relevant for the suggested GFMD Roundtable themes. The Swedish Chair will seek to draw on and, in consultation with the GFMD stakeholders, incorporate relevant preparatory input and outcomes of the HLD into the GFMD Roundtable discussions.

The themes of the Roundtables will be subject to discussion in the SG and FoF. They should be selected on the basis of the discussions and outcomes from the GFMD Roundtables from 2007 to 2012 and with a view to be interlinked. The Swedish GFMD Chair suggests the following three Roundtable themes, each containing two separate Roundtable sessions as outlined in Annex 1:

- *RT 1: Integrating migration in global, regional and national development agendas*
- *RT 2: Migration as an enabler for inclusive economic development*
- *RT 3: Migration as an enabler for inclusive social development*

The proposals for Roundtable themes are brought forward with a view to making preparatory work and discussions more outcome-oriented. GFMD governments and observers are invited to comment on the possible issues and questions proposed for each Roundtable and suggest ways to narrow the scope or focus the discussions to two or three key issues.

Each Roundtable should seek to identify possible outcomes and recommendations as early as possible. A leading, cross-cutting question would be: *What evidence can be usefully compiled to provide a concrete policy options-guide for governments and other stakeholders?*

7th GFMD Meeting

The 7th GFMD Meeting is planned to take place in May 2014 in Stockholm. The GFMD Meeting will be composed of plenary sessions, six Roundtables, a session on the Future of the Forum, and a PfP session. Discussions at the Common Space will include participants from Civil Society, the private sector, international organizations and governments. A Civil Society Days meeting is expected to precede the government meeting. The input to the Forum from the private sector is suggested to be prepared in a new innovative format, including a *GFMD Business Roundtable* (see below).

Given the importance of managing and making available the evidence-base generated at the GFMD to the broader international community, the Swedish Chair would like to upgrade the participation in and profile of the PfP. In order to enable heads of delegations to attend (who usually take part in the session on the Future of the Forum), the two sessions would likely not run in parallel.

A MORE DYNAMIC FORUM: PRIORITIES FOR THE GFMD PROCESS

How can the Forum become a more evidence-based, engaged and geographically balanced process?

Drawing on the findings of the Assessment Report, the Swedish Chair aims to avoid duplication of work and facilitate maximum utility and complementarities between the activities of the Troika, the SG and the FoF.

Advancing the contributions of the Troika

The Troika (Chair-in-Office Sweden, the past Chair Mauritius, and the forthcoming Chair Turkey), will work together in the preparatory process and in the implementation of the activities of the Forum where relevant. The focus will be on more strategic and long-term issues, such as the multi-year thematic planning – a *Multiannual Work Plan* – and follow-up of the Assessment Report recommendations.

Sweden will work together with all the past Chairs and the future Chair of the GFMD – the ‘Extended Troika’ – to draw up the *Thematic Recollection* to be contributed to the 2013 HLD, in accordance with the Assessment Report and the Future of the Forum session in Port Louis. The report will be presented to the SG and FoF for approval before submission to the United Nations together with the Final Assessment Report.

Enhancing Steering Group working methods

In accordance with the GFMD *Operating Modalities*, the SG should be comprised of regionally balanced, firmly committed governments in view of offering political and conceptual support to the Forum process and to the Chair-in-Office. The SG should maintain continuity of the process by a sufficient number of governments ensuring efficiency, flexibility and transparency in this work. SG member governments should be prepared to contribute actively and concretely to the work in the GFMD-process, such as assuming key roles in Roundtable Government Teams, and provide tangible input to the preparations of the Forum meetings. Such input could focus on the thematic substance, financial contributions or both.

As part of launching the second phase of the Forum process, and in accordance with the recommendations of the Assessment Report to ensure a manageable size of the SG, the Chair will ask SG members to indicate their renewed interest and expected contributions in continuing as members.

Clarifying and amplifying the role of the Friends of the Forum

The Assessment Report recommends that the role of the FoF be enhanced through more discussions of substance. The FoF should thus be utilized in a way that discussions can become more interactive, and focus more on thematic substance and the voluntary follow-up of outcomes and recommendations. The FoF could, thereby, also contribute to progress in terms of improving the evidence-base for policies and practices by supporting the thematic preparations of the Roundtables and the GFMD Summit Meetings.

Governments, members of the Global Migration Group (GMG) and other observers would have the opportunity to make presentations on the policies, programmes and projects they have discussed in the Government Teams. Such presentations could include a display of voluntary follow-up of previous Forum outcomes and recommendations. The suggested revised role of the PpP could also be discussed at FoF meetings (see below).

Improving working methods of the Government Teams

The Assessment Report clarifies that the thematic Roundtables and the Government Teams are key components of the GFMD. To ensure ownership of the process and foster consultation and cooperation on the issues raised, throughout the year, the report therefore recommends enhanced engagement by governments in these teams. The Swedish Chair will thus encourage governments and observers to form the Government Teams at an early stage so that tasks, responsibilities and roles (co-chairs, moderators, rapporteurs) can be identified and implemented as efficiently as possible. Swedish GFMD Task Force members will function as coordinators for the three Roundtable themes.

A new format for Background Papers will be proposed, partly based on experiences from the Mauritius Chair. Background Papers are suggested to form two distinct parts: a short 4-5 pages policy part authored by the Team's governments that outlines the issues and questions to discuss, and a more substantial Annex part containing descriptions and references to voluntarily supplied examples of relevant policies, programmes and projects. While the first part would aim to make the Background Paper more accessible and support the discussions at the Forum Summit, the second part aims to form the basis of an evolving catalogue of policies and practices with a view to be stored and displayed on the GFMD PfP website (see below).

The Swedish Chair suggests that this revised working method is aided by the setting up of a *GFMD Expert Network*.⁵ The objective is to facilitate for governments to engage more actively in the Government Teams throughout the year, as this is where the heart and bulk of the Forum work lies. By connecting a sufficient number of experts to each Government Team, the burden of providing substantive input would be shared and the assignments could thus be kept cost-free. The expected outcome would be a more globally balanced representation in the Teams; more in-depth discussions; and more evidence-based contributions thanks to the input and support from specialised experts.

It is suggested that the *GFMD Expert Network* would be built around the identified Roundtable themes of each GFMD Chairmanship. Direct and mainly *virtual* interaction (emails, telephone calls, video-conferences) in each Government Team could provide more expertise than discussions with mainly Geneva-based diplomats. The GFMD Chair-in-Office would invite GFMD Government Focal Points in each Roundtable to identify capital-based government experts and practitioners from the field. In addition, selected, voluntary experts from GFMD observers (GMG members and other international and regional organisations) and academia, including from existing regional and global networks, could be mobilized depending on the needs in each Government Team.

Government Team co-chairs, in coordination with the GFMD Chair-in-Office, would be in charge of inviting input from experts. For example, experts would be asked to assist in drafting the Annex part of the Background Papers. Each Government Team should assign one expert that would, for instance, coordinate a list of examples of policies and practices. Under the responsibility of the co-chairs, experts would also be in charge of organizing a *GFMD Online Discussion* for each Roundtable theme (see below). The work of the *Expert Network* and the Thematic meetings could contribute with much of the in-depth knowledge allocation that the GFMD Ad Hoc Working Groups were tasked with in the past.

⁵ A separate Terms of Reference for the Expert Network and Government Teams will be drafted.

Upgrading and further activating the GFMD National Focal Points System

The Assessment Report noted that the Focal Points network has facilitated internal GFMD communication and collaboration between states as well as intra-governmental coordination and coherence on migration and development. However, the system has not always functioned efficiently in reaching the appropriate experts in governments. Thus, the report recommends governments to reinvigorate the National Focal Points System. It is necessary to continuously update and maintain the record of GFMD Focal Points for Governments and Observers. The Support Unit will continue to ensure this on behalf of the Chair-in-Office.

In accordance with the suggestion of the Assessment Report to develop general guidelines on the role of National Focal Points, a first step would be to encourage the Focal Points to maintain national lists of contact points in various relevant ministries, authorities and agencies. This will form part of the GFMD government Survey on the GFMD 2013-2014 thematic priorities (as described above). The aim would be to improve the ability to connect with appropriate expertise – including for the *GFMD Expert Network* – and assist the GFMD Focal Points in their Forum-related work on issues that in particular relate to policy coherence and national coordination and identification of key national practices in select thematic areas.

Strengthening and defining more clearly the role of the Platform for Partnerships

The PFP was launched in 2010 during the Mexican GFMD Chairmanship. It provides a mechanism to facilitate, record and showcase partnerships and cooperation among governments, primarily in support of initiatives that relate to GFMD outcomes and Roundtable themes. Governments and international organisations can submit proposals for possible partnerships, view existing partnership projects, and express interest in joining them or sharing their knowledge and experience on similar projects.

As pointed out in the Assessment Report, the PFP has the potential to play a greater role in sharing the GFMD knowledge in a more systematic and accessible manner. The PFP can play this role by preserving, strengthening and showcasing the evidence-base and outcome of the GFMD process. It can facilitate voluntary follow up of outcomes and recommendations, based on identified policies and practices. Moreover, the PFP could invite governments to display examples from their national level consultations with civil society and private sector stakeholders on Forum-related issue areas.

The Swedish Chair suggests that the PFP should prepare to showcase more of the policy and practice reviewed and discussed in the Government Teams. Based on a cursory review of GFMD 2007-2012 Background Papers, 172 practices were shared by SG members alone. Thus, there is a vast pool of migration and development practices and many more GFMD-related outcomes and evaluations that could be showcased through the PFP compared to the 17 practices that are currently made available on the PFP website. For this purpose, the current PFP website should be gradually enhanced to form a solid and searchable *GFMD Policy and Practice Database*.⁶ Its content could be the basis of more in-depth presentations and discussions in the PFP session of the GFMD Summit Meeting.

The potential role of social media, such as Twitter and Facebook, on the PFP website, was first discussed during the Mauritian GFMD on the basis of a proposal by Mexico. If the GFMD

⁶ A separate Terms of Reference for the strengthened role of the PFP and the Policy and Practice Database will be drafted.

would use such communication channels more systematically, it would have the potential benefit of reaching out to a broader constituency, including government stakeholders, international organisations, civil society, private sector, migrants and non-migrant citizens. In addition, several delegates mentioned at the 2012 Future of the Forum session in Port Louis that the GFMD might need a more general *Communications Plan*. The Swedish Chair will continue to explore these aspects, including with the incoming Chair Turkey.

A first step would be to use the PfP website and launch thematic, virtual *GFMD Online Discussions*, open to all interested parties. This could be a source of inspiration and feed into the work of the Government Teams. When governments have set the agenda for the Roundtable themes, a thematic *GFMD Online Discussion* could be launched, coordinated and summarized by a member of the *GFMD Expert Network* on behalf of the Roundtable co-chair. The *Online Discussions* could also bring the preparatory processes within the government Forum and the Civil Society Days closer by offering a virtual room for exchange and interaction in advance of the Summit Meetings. The aim would be more well-prepared Roundtable Background Papers and GFMD Summit discussions, and thus more evidence-based outcomes and recommendations.

Reinforcing the Support Unit

The SU is a key component of the Forum's supporting framework and helps assure continuity from one Chair to the next. The SU serves the GFMD under the supervision of the GFMD Chair-in-Office, assisting the Chair's Task Force. It manages GFMD-related data and information, financial contributions to GFMD funds on the basis of a provisional budget established by the Chair-in-Office, performs administrative, financial, and logistical functions (including meetings), operates the GFMD website, and administers the PfP.

Subject to available funding, a stronger SU and PfP could ensure that the GFMD evidence-base and outcomes can be compiled, showcased and shared more systematically with the international community. With the proposals towards improving the collection, storage and dissemination of GFMD-generated policies and practices, setting up a Database and reinforcing the PfP, there will be a need to consider a lasting reinforcement of the SU staff structure. This could be implemented through secondments of staff by governments and international agencies as outlined in the Assessment Report. Alternatively, secondments to the Chair-in-Office could be placed in the SU.

A MORE DURABLE FORUM: PRIORITIES TO ENSURE THE SUSTAINABLE IMPACT OF THE GFMD

How can the GFMD become a sustainable process, with a larger impact on the global, regional and national policy agendas?

The Forum can only be sustainable if the fundamental question about an adequate funding mechanism is addressed. For the sake of geographical balance, it is important to broaden the funding base and ensure that a wide range of governments can assume the responsibilities to host the Forum. Progressive development of the Forum through thematic renewal and complementarity across chairmanships could also ensure sustainability. The Forum needs to vitalize its relations with all relevant internal and external stakeholders, as well as ensure that its outcomes can benefit the broader international community.

Multiannual Work Plan

Sweden and Turkey as current and incoming GFMD Chairs, will develop a draft *Multiannual Work Plan* in consultation with the former Chair Mauritius, to be discussed in the SG and FoF. This undertaking would further develop the Assessment Report's suggestion for a multi-year thematic agenda. The *Multiannual Work Plan* would mainly address strategic principles, the more long-term and complex recommendations from the Assessment Report, ensure sustainable initiatives, and provide complementarities across Chair's thematic agendas. It could also develop general principles in regard to a GFMD communication strategy. The Work Plan would include a list of suggested actions to be undertaken within certain time limits.⁷

More predictable and sustainable funding

One of the Forum's strengths is its informal, voluntary and non-binding character. However, this has also turned out to be one of the greatest challenges of the GFMD, in particular due to the absence of a mandatory funding mechanism. Looking back, the unpredictability regarding the funding at the beginning of previous chairmanships has affected participating states' possibilities to volunteer to chair the Forum. As stated in the 2011 proposal by the Special Representative of the UN Secretary-General on Migration and Development (SRSG) and by Switzerland, it is apparent that the funding situation affects, more acutely but not only, developing countries. The Assessment Report reaffirms that the rotating chairing arrangements between developing and developed countries should be maintained. The future and longer-term sustainability of the Forum, is thus dependent on more predictable GFMD funding.

On the basis of the recommendation in the Assessment Report, the SRSG's and Swiss proposal will be the basis of proposals in the *Multiannual Work Plan* and taken forward with the SG and FoF, focusing on a detailed annual GFMD standard budget, the need for early financial pledges and a broader donor base. The Work Plan will develop proposals on how to diversify contributions and donors, also through the encouragement of smaller donations, and potential contributions from the private sector and civil society.

Relations between GFMD governments and GFMD civil society

The GFMD has established its value as a mechanism to develop trust and partnerships across national and functional boundaries. The Swedish Chair will continue to work closely with the GFMD Civil Society Coordination Office⁸, which in collaboration with an International Advisory Committee (IAC) and a worldwide network of civil society organizations, will organize GFMD-related activities of international civil society prior to and including the 2014 GFMD Civil Society Days (CSD). The Common Space has proved itself as a valuable format for constructive dialogue and Sweden aims to allocate sufficient time for such a cross-cutting setting. Corresponding efforts at national and local levels could facilitate more effective partnerships between governments, civil society organizations (CSOs) and the private sector.

The planned Survey of GFMD governments (see above) could include questions about current consultation mechanisms at national level to identify good practice. This could make visible

⁷ A proposal for discussion will be drafted.

⁸ A GFMD Civil Society Coordination Office was established in 2011, under the auspices of the International Catholic Migration Commission (ICMC), upon the invitation of the Swiss Chair-in-Office and continued its work upon subsequent invitation by Mauritius (2012) and Sweden (2013-2014). For further information see: www.gfmdcivilsociety.org

possible synergies that allow policymakers, civil society organizations and private sector stakeholders to reflect on GFMD issues and outcomes at the national and local level. Channels for national consultations between governments, CSOs and the private sector, could also help identify common ground and avert the occasional mismatch of expectations at the global level. Governments could be invited to present good practice from their national consultations at the PFP.

Relations between GFMD governments and the private sector

Markets and states are mutually dependent as investments, work forces and communities become increasingly globalized. The recommendations in the Assessment Report point to the importance of regarding the private sector as a distinct stakeholder group rather than including it under the broader umbrella of civil society as has been done so far. The Swedish Chair is convinced that this dialogue is of vital importance towards making the Forum more comprehensive and durable.

As part of the consultations leading up to the GFMD Summit in May 2014, informal discussions are underway with organisations that provide a venue for private sector dialogue. Lessons learnt from e.g. the World Economic Forum's Global Agenda Council on Migration could help identify a suitable format, participation and potential topics for discussion in a GFMD-private sector dialogue.

The Swedish Chair plans to initiate a *GFMD Business Roundtable* which could feed into the overall GFMD process. Such an event could be divided into a focused, small-scale CEO discussion and a broader, more general meeting including concerned stakeholders. Areas where state and private sector interests may converge include human resource management (talent mobility) and the role of recruiters and employers, investment and trade opportunities within selected business sectors and geographical locations (involving diasporas), migrants and diasporas as customers and consumers (banking services, insurance, mobile payments, mutual funds), and perceptions of migration (as Corporate Social Responsibility issues and diversity in the workplace may become competitive advantages). Relevant private sector stakeholders could include employers, recruiters, banks and money transfer organisations, mobile phone companies, and insurance companies.

Relations between GFMD, the Global Migration Group and other observers

In accordance with the recommendations in the Assessment Report, the interactions with the United Nations will be maintained through regular consultations by the GFMD Chair with the UN Secretary-General, the SRSG, and other relevant UN bodies. The report highlights that cooperation and consultation with regional entities and international organisations, in particular those forming part of the GMG, has benefited the GFMD through the provision of thematic expertise e.g. to the preparation of the Roundtables. Efforts will be made to strengthen the evidence-base by further welcoming contributions and thematic expertise of these agencies of relevance to Roundtable preparations and Thematic Meetings. One such area where the engagement and expertise of GMG agencies will be particularly crucial is the efforts to include migration in the Post-2015 UN Development Agenda.

Beyond this, international organisations will be encouraged to contribute to the voluntary follow-up of outcomes of the GFMD within their broader mandates to assist member states, as per priorities set in regular development cooperation plans such as migration mainstreaming. Recalling that the GFMD will remain a state-led process independent from the UN, states participating in the GFMD may choose to use their membership status in such international

organisations to take forward issues raised in the GFMD process. Modes for facilitating such linkages will be explored in the *Multiannual Work Plan* in consultation with the incoming Chair Turkey.

In order to enable regional consultative processes to engage with and contribute to the discussions of the GFMD, the final version of the Concept Paper will be shared with these bodies. All regional consultative and integration processes will be welcomed to consider the agenda of the GFMD in their regular work and contribute updates on their own activities of relevance to the GFMD Roundtable themes.

Relations between GFMD and the broader international community

In order to enhance the impact of the GFMD on the global migration and development agenda in accordance with the vision set out in the Assessment Report, efforts will be made to share the accumulated knowledge of the GFMD with the broader international community. As highlighted above, two crucial means for this are the *GFMD Policy and Practice Database* and the *GFMD Online Discussions*. Modes for exploring the feasibility and possible nature of a broader GFMD communication strategy will be addressed in the *Multiannual Work Plan*.

In the immediate term and as noted above, once the *Thematic Recollection* from the GFMD 2007-2012 has been approved by the SG and FoF, it will be submitted to the 2013 HLD for information to contribute to the substantive deliberations. The outcome of the HLD is expected to be considered by GFMD stakeholders and taken into account where relevant in the further work of the GFMD, notably in the GFMD Roundtable discussions in 2014 and beyond.

The above-mentioned *GFMD Expert Network* will allow for communicating with and drawing on the expertise of a broader range of experts in e.g. Government Teams and Thematic Meetings, thus also improving the outreach of the GFMD.

- ANNEX 1 -

Draft GFMD Roundtable themes 2013-2014

RT 1: Integrating migration in global, regional and national development agendas

- RT 1.1. Operationalizing mainstreaming and coherence in migration and development policies

Expected outcome of this Roundtable would be a menu of policy options for coordinating mechanisms, implementation and monitoring to ensure that migration and development policy coherence brings measurable outcomes.

Coherence between migration and development policies and mainstreaming of migration in national and regional development strategies have been discussed at the GFMD from the outset. A major focus has been the role of consultation and coordinating mechanisms (e.g. focal points and national task-forces, whole-of-government approaches). Attention has also been given – notably during the Swiss GFMD Chairmanship – to the processes of incorporating migration into poverty reduction papers and development strategy plans (e.g. initiatives such as the UNDP/IOM mainstreaming projects, involving UN Country Teams and relevant governments).

Less focus has been devoted in the GFMD to actual operationalization of these measures, to implementation on the ground, to concrete outcomes, monitoring and evaluation. A more systematic focus on developing countries as the destination of South-South migration and related aspects of informal labour markets, social protection and migrant integration, have also been lacking. The place of migration in donor agency coordination also remains to be further explored. This Roundtable could break new ground by identifying legislation and policy that can improve coordination and coherence and also highlight the role of local public authorities and dialogue with local civil society in this regard.

- What policy frameworks, legal basis and sources of funding are efficient in the process of mainstreaming migration into development-related policy-areas?
- What is the scope for using Extended Migration Profile processes in the monitoring of the development impacts of policy coherence?
- How could the incorporation of migration questions in national development surveys improve the visibility and role of migration in development planning?
- What stakeholders need to be included in policy coherence mechanisms to ensure that migration is taken into account in development policy and development is taken into account in migration policies?

- RT 1.2. Framing migration for the MDGs and the Post-2015 UN Development Agenda

The outcome of this Roundtable could be a list of targets and indicators to assess how migration contributes as an enabler to development.

The absence of migration in the Millennium Development Goals (MDGs) was discussed at the Athens, Puerto Vallarta and Port Louis GFMD Summit Meetings. The possible ways to integrate migration in the Post-2015 UN Development Agenda will be discussed at the 2013 HLD. The current UN process is exploring the role of a number of cross-cutting enablers, including migration, for development in the new development agenda. This Roundtable would benefit from the HLD discussions and seek to contribute to the UN process in two ways - by focusing on possible definitions of migration as a development enabler, i.e. a means towards achieving development in a range of sectorial policies, and by highlighting the value of a global partnership to monitor related implementation.

The discussions could focus on some of the current MDGs and seek evidence on how migration has contributed to achieving them and what policies have promoted such synergies. The contribution of migration to more structural aspects of development could also be considered with reference to how this might feed into the debate about universally applicable goals in the Post-2015 UN Development Agenda.

The Roundtable would particularly welcome active participation by development practitioners (notably key development coordination authorities and development agencies) and address the issue of perceptions and ways to reconcile potentially diverging views among different professional communities on the role of migration for development.

Migration and related population dynamics concerns (youth, urbanization, links between internal and international migration) could be analyzed in the context of some of the key development issues, including poverty reduction, education, health, decent work, social protection, sustainable growth, environmental sustainability, conflict and crisis. South-South migration would be a particularly important aspect for further discussions.

- What evidence can be compiled to make visible the development impact of migration for the current MDGs?
- What targets and indicators could be developed to assess the effects of migration as an enabler for development?
- How do development practitioners active within various sectorial policies (e.g. education, health, gender, employment) take into account the development implications of migration?
- How does development change migration patterns and how are people who stay behind and vulnerable groups affected by changing migration and mobility trends?

RT 2: Migration as an enabler for inclusive economic development

- RT 2.1. Enhancing the development impacts of labour migration and circular mobility through more systematic labour market and skills matching

Expected outcome could be a list of viable labour matching models that enhance development impacts for migrating men and women, for various skills levels, for (temporary or structural) shortage sectors, and for categories of countries (low, middle, high income countries).

The Roundtable builds on work undertaken since the Brussels GFMD Summit in general, as well as on recent discussions in Puerto Vallarta, Geneva and Port Louis in particular. Further in-depth discussions and evidence will be encouraged in the area of international labour market complementarities. The growing importance of circular forms of mobility will necessitate an approach that takes into account both countries of destination and origin, as well as possible migrant vulnerabilities and costs.

Discussions on labour and skills matching need to be more adapted to and differentiated according to migrant characteristics (gender, age, skills, qualifications, etc.), sectorial and country differences (developed countries with shrinking working age populations, emerging markets, developing countries with large informal sectors) and policy models (market or employer-led models, human capital approaches, labour market forecasting, application of general matching tools).

For the migrants and for development, outcomes may vary according to how governments in source and destination countries manage to promote protection, rights and decent work, avert irregular migration and exploitation, deskilling and underutilisation of skills, and address the short-term and long-term aspects of integration and reintegration. Lessons learnt from South-South migration would be of particular interest:

- How can countries of origin and destination work together in key labour-shortage sectors (e.g. engineers, IT, health services, construction, or agriculture) where temporary or permanent mobility can respond to mutual labour market needs?
- How to improve portability of skills, recognition of foreign qualifications, including through sector-based bilateral or multilateral cooperation agreements, and partnerships between educational institutes?
- How can public-private partnerships in labour matching improve the use of information technology and information resource centres; promote good recruitment practices; and encourage employer incentives to invest in language and skills training for migrants?
- How can returning migrants contribute to their country of origin labour market through new skills, qualifications and work experience from abroad, and what are relevant support measures to that end, e.g. assisted professional training?

- RT 2.2. Facilitating positive development impacts of diaspora engagement in skills transfers, investments and trade between countries of residence and origin

Expected outcome of this Roundtable would be a list of possible measures to facilitate diaspora investments and trade targeting countries of residence, countries of origin and public-private partnerships respectively.

Transnational diaspora communities, especially professional networks, can enhance development thanks to individual or collective initiatives. Members of diaspora communities are involved in skills transfers, send remittances, make investments or promote trade based on their affection or insider knowledge of a particular source country. An attractive investment climate as well as good governance, rule of law, democracy and respect for human rights in countries of origin are important preconditions for such engagement.

Governments are increasingly aware of the importance of legal and institutional frameworks that can facilitate and support such private engagement. Migrants and citizens of foreign origin who benefit from sound integration policies are often in a better position to contribute to their countries of origin or ancestry. Meanwhile, countries of origin are putting in place government diaspora institutions – dedicated ministries and agencies, or reinforce their embassies in order to entertain links with their diaspora communities. Efficient coordination mechanisms, trust-building and sharing of lessons learnt are of key importance in this regard.

Available knowledge about these diaspora communities, their own initiatives, and the effects of government support, however, is still limited and needs to be further assessed and regularly updated. Examples from South-South networks could be particularly highlighted.

- What government models have facilitated skills transfers or temporary return of diaspora entrepreneurs for setting up SMEs (including financial literacy and management training, micro-funding schemes, offering special nationality status or dual citizenship)?
- What government measures work efficiently as incentives for diaspora investments and trade (including information on general investment conditions, offering tax breaks, or adapting trade policy)?
- How can governments and diaspora associations cooperate efficiently?
- How can private-public partnerships facilitate novel investment vehicles such as diaspora bonds, diaspora investment funds or matching-funds instruments?

RT 3: Migration as an enabler for inclusive social development

- RT 3.1. Empowering migrants, their households and communities for improved social development outcomes

This Roundtable could identify a number of measures that empower migrants in order to minimize the human and social costs and improve access to safe, legal and protected migration opportunities.

The Roundtable builds notably on discussions in Manila, Puerto Vallarta and Port Louis. A focus on the quality of migration and ways to empower migrants can identify good practices in providing safe and well-protected conditions for mobility. Comprehensive national, legal frameworks and their implementation to ensure protection and the rights of migrants are often preconditions for inclusive, social development outcomes. Migrants are empowered if they are able to move under conditions where they can access their rights and entitlements, costs are reasonable, and they can mobilize and voice concerns. Well-informed migrants are better equipped to cater for their own well-being and that of their families left behind.

Access to legal aid, social security schemes, portability of pension rights and (micro-) insurances, a reduction in upfront costs of migration (recruitment fees, access to credits and loans), and awareness of the risks and costs of irregular migration, trafficking, smuggling and employer abuse are all important for migrant empowerment.

Different approaches may be needed in the context of South-South and South-North migration respectively. There are differences in access to migrant empowerment depending on whether migrants hold permanent or temporary legal status in the country of destination. The latter category often does not fully entitle individuals to available integration and non-discrimination measures. Where migrants have an irregular status, they may be subject to exclusion and marginalisation which may also limit their capacity to contribute to social development outcomes. In addition, more attention is needed on the migrant households and family members left behind in order to reduce the social costs of migration (separation, family break-ups, school drop outs, child abuse or loss of skills for local communities).

- How can governments work together with private sector and civil society stakeholders, unions and migrant/diaspora associations to facilitate the role of supportive networks and access to information that can empower migrants?
- How can strategies for empowerment be adapted to specific needs and demands according to the migrants' age, gender, income level or migrant status?
- How can empowerment measures reach the migrant's household and families left behind in order to reduce the social costs of migration?
- RT 3.2. Migrant asset transfers and their effects on health and education

The outcome from this Roundtable could focus on how bilateral or multilateral cooperation could improve positive development outcomes from migration in the area of health and education, taking into account gender equality.

Migrants and diasporas can have both financial and skills assets. Migrants transfer their assets either by moving themselves, or by bringing back home financial remittances, knowledge, innovations and values. The capabilities of migrants to improve their lives and those of their families depend on how these assets can be born to fruition. Progress in human development depends on viable investments in education and health in order to enhance people's capabilities. Health and education are thus crucial development dimensions addressed by the MDGs, but have received less systematic attention in previous GFMD meetings. This Roundtable would operationalize these development dimensions, also with a view to make it relevant to the Post-2015 debate.

Skilled migrants such as doctors, nurses and teachers often seek to leave poorer, unstable developing countries in search of better opportunities abroad where they can realize their capabilities. Some countries suffer from brain drain in this regard and promote ethical recruitment, while the question of how to retain or attract back such skills (including from diaspora communities) is a broader issue of development, including standards in the health and education services. Many of these migrants, meanwhile, are often not able to fully utilize their skills due to the lack of recognition of their qualifications in countries of destination.

This Roundtable would highlight policies that could facilitate the contribution of financial remittances towards household spending on health and education. There are differences in spending patterns between high skilled and low skilled migrants, and development impacts depend on transaction costs and how such resources are invested. Moreover, transformative changes to values, norms and gender relations brought by "social remittances" may sensitize the migrant household to the importance of prioritizing health and education. Cross-generational values may influence spending patterns, for instance as female migrants often remit a larger share of their income and forsake spending on their own health and education to the benefit of their children.

- What models for managing human resources in the health and education sectors in developing countries can help retain or attract back skilled professionals (e.g. twinning initiatives between hospitals and education centers in countries of origin and residence, sabbatical leave-systems for contribution to health systems in countries of origin etc)?
- How can governments, local authorities and the private sector in countries of origin and destination assist migrant households so that their voluntary spending, remittances, micro-insurances or projects can improve access to education and health?
- How can models of government support to migrant households as well as communities who stay behind be developed in order to accommodate for the social remittances and changes in values and norms caused by migration?

- ANNEX 2 -

PROVISIONAL CALENDAR OF KEY GFMD MEETINGS 2013-2014

(as revised on 20 March 2013)

2013

25 January	1 st version of the draft Concept Paper distributed
8 February	1 st comments to be sent for the draft Concept Paper
<i>13 February</i>	<i>1st Meeting of the GFMD Steering Group (Geneva)</i>
<i>13 February</i>	<i>1st Meeting of the GFMD Friends of the Forum (Geneva)</i>
27 February	2 nd comments to be sent for the draft Concept Paper
20 March	2 nd version of the draft Concept Paper to be distributed
10 April	3 rd comments to be sent for the draft Concept Paper
30 April	3 rd and final version of the draft Concept Paper to be distributed
May/June	Survey of GFMD governments on Concept Paper's thematic priorities
<i>21 May</i>	<i>2nd Meeting of the GFMD Steering Group (Geneva)</i>
<i>21 May</i>	<i>2nd Meeting of the GFMD Friends of the Forum (Geneva)</i>
<i>22 May</i>	<i>Thematic GFMD Meeting 1: Development issues (Geneva)</i>
<i>23 May</i>	<i>1st Government Team preparatory meetings</i>
<i>10 September</i>	<i>3rd Meeting of the GFMD Steering Group (Geneva)</i>
<i>10 September</i>	<i>3rd Meeting of the GFMD Friends of the Forum (Geneva)</i>
<i>11 September</i>	<i>Thematic GFMD Meeting 2: Labour Migration (Geneva)</i>
<i>12 September</i>	<i>2nd Government Team preparatory meetings</i>
<i>19 November</i>	<i>4th Meeting of the GFMD Steering Group (Geneva)</i>
<i>19 November</i>	<i>4th Meeting of the GFMD Friends of the Forum (Geneva)</i>
<i>20 November</i>	<i>Thematic GFMD Meeting 3: Empowerment and assets (Geneva)</i>
<i>21 November</i>	<i>3rd Government Team preparatory meetings</i>

2014

<i>4 March</i>	<i>5th Meeting of the GFMD Steering Group (Geneva)</i>
<i>4 March</i>	<i>5th Meeting of the GFMD Friends of the Forum (Geneva)</i>
<i>5 March</i>	<i>GFMD Business Roundtable (Geneva)</i>
<i>6 March</i>	<i>Final Government Team preparatory meetings</i>
<i>12-16 May</i>	<i>Civil Society Days and 7th GFMD Meeting (Stockholm)</i>