

“Joint Reflections on Migration and Development” Conference

Geneva, 30-31 May 2013

Graduate Institute of International and Development Studies

Conference Report

Written by Dr. Jérôme Elie & Ms. Simone Renner

A conference organized by the Programme for the Study of Global Migration (PSGM) and sponsored by the Swiss Agency for Development and Cooperation (Programme Global Migration and Development) to maintain the momentum in the multi-stakeholder approach to international Migration and Development debates in the context of the upcoming High Level Dialogue on International Migration and Development and the consultation processes around the Post-2015 UN Development Agenda for International Cooperation.

Contents

Background Information	3
Introduction	5
Session 1: Development through Empowerment of Migrants and Diaspora Initiatives	5
Sub-Panel 1a: Empowerment of Migrants through Diaspora Initiatives	5
i. What are the mechanisms that origin countries can develop to ‘tap’ into the potential of their diasporas?	6
ii. How can host countries contribute to diaspora initiatives?	7
iii. What kind of contributions, other than financial remittances, can diasporas make to the development of their countries of origin and what are the conditions required for success?	8
iv. Some people have linked the ‘Rise of the Diaspora’ to the ‘Decline of Development Aid’. What do the panelists and the audience make of this idea?	9
v. Is the role of the diaspora addressed in the various international processes, projects and initiatives? Why is diaspora not specifically addressed in the HLD working program so far?	9
Sub-Panel 1b: Combat Exploitation, Discrimination and Xenophobia and Promote Social and Economic Integration in the Host Country	10
i. Which measures can ensure the promotion of social integration and protection strategies in the host country, including measures offering opportunities to take part in social and political debates?	10
ii. How can multi-stakeholder initiatives work to enforce labor rights for migrants and address all forms of discrimination against migrants in the labor market and xenophobia?	13
Session 2: Migration and the Post-2015 Development Framework	15
i. Including migration in the Post-2015 UN Development Agenda has become a very important topic of discussions within the ‘migration community’. But how does this topic fare in overall discussions on the Post-2015 Agenda? Is it also considered as a major issue by other actors and negotiators?	16
ii. What are the best options to include migration in the Post-2015 UN Development Agenda?	18
iii. How do the different international processes address the integration of migration in the Post-2015 UN Development Agenda?	20
Session 3: Measures to Ensure the Respect for and Protection of the Human Rights of All Migrants	20
i. What are the measures and multi-stakeholder initiatives likely to ensure a safe and human migration experience?	21

ii. Which international processes or initiatives particularly focus on the protection and access to human rights?	23
Session 4: Partnership, Cooperation and Coherence	24
i. What kind of dynamics can develop between the local, national, regional and international levels so that positive linkages between migration and development can be reinforced?.....	25
ii. What do the multiple processes and initiatives tell us about coherence in addressing Migration and Development issues internationally? Are there attempts at establishing links between the issues discussed in the different fora? Are frameworks like the GFMD pushing towards greater coherence and cohesion of agendas and actions among international organizations, civil society and other non-state actors?.....	26
iii. Do governments develop comprehensive approaches and strategies for all international processes and initiatives they engage in (e.g. based on a single concept paper) or is a case-by-case approach adopted? Can national consultations and participatory processes which include government, civil society and private sector representatives contribute to the development of better coherence, cooperation and partnerships?	28
Session 5: Preparations for the GFMD 2014	29
i. What are the main themes to be discussed at the Global Forum in Stockholm?.....	29
ii. What is the preparation process and how can non-state actors contribute, especially civil society actors? What will be the provisions for multi-stakeholder interactions during the Forum meeting in May 2014? Will there be a renewed Common Space concept?	30
iii. How will the GFMD connect with and contribute to other processes and initiatives such as the HLD and the discussions over the Post-2015 UN Development Agenda?	32
iv. What is the role of the GFMD in the Global Migration Governance architecture and how does this connect with Development efforts?	33
v. What is the role of international organizations in this Forum and more generally in other international processes such as the HLD and the discussions on the Post-2015 UN Development Agenda? What is the role (present and future) of the Global Migration Group (GMG)?.....	34
Special Session: Keynote Address on the Global Thematic Consultation on Population Dynamics in the context of the Post-2015 UN Development Agenda	34
Conclusion(s)	36
“Joint Reflections on Migration and Development” Program	38

Background Information

2013 is a pivotal year for Migration and Development with the second UN High-Level Dialogue (HLD) on International Migration and Development and discussions over a number of other major migration-related processes and initiatives such as the 2014 Global Forum on Migration and Development (GFMD), the role of migration in the Post-2015 UN Development Agenda, the Global Thematic Consultation on Populations Dynamics, the Review of the ICPD Programme of Action and the World Bank-led Global Knowledge Partnership on Migration and Development (KNOMAD). One important challenge is to keep-up with all these developments and establish meaningful linkages.

In this context, the Swiss Agency for Development and Cooperation (SDC) has mandated the Programme for the Study of Global Migration to undertake a project on “Preparations for Swiss Civil Society Involvement in International Debates on Migration and Development” aimed at helping Swiss civil society to engage with those processes and initiatives, particularly the July 2013 UN Informal Interactive Hearings on Migration and Development, the October 2013 HLD in New York and the 2014 GFMD chaired by Sweden.

The “Joint Reflections” conference, a two-day meeting that took place in Geneva on 30-31 May 2013 was an important milestone in this process.¹ The discussions were intended to be informal and engaged a balanced selection of participants from governments of countries of origin, transit and destination, civil society and academia.

Matching the project’s objectives, the conference aimed at:

- Connecting the Swiss context, particularly the experience of Swiss Civil Society Organizations (CSOs), with international discussions and processes on migration and development;
- Providing information to Swiss and international CSOs on the international processes, initiatives and projects, the themes to be considered in those contexts and the official Swiss approaches to those;
- Reinforcing and/or establishing dynamics and connections among CSOs;
- Reinforcing and/or establishing meaningful dialogue, dynamics and connections between CSOs and government representatives;
- Reinforcing and/or establishing dynamics and contacts between CSOs and international actors such as international organizations.

Although it considered a variety of processes and initiatives, it was decided that the conference would focus primarily on the HLD and the GFMD 2014, especially through specific sessions and discussions of the themes addressed by both processes. The sessions’ themes were directly inspired from the 4 roundtables to be organized at the HLD in October² and themes identified by the international civil society in its preparation for the High-Level

¹ This report is not intended to provide a full verbatim of the conference but snapshots of the answers provided by participants to questions raised in the conference background paper as well as other important issues identified by them during the two days.

² see United Nation General Assembly Resolution (A/RES/67/219), 21. December 2012.
(http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/67/219)

Dialogue. The conference aimed at combining joint discussions on issues (substance) with reflections on the processes/initiatives and the dynamics they create or rely on.

Ahead of the conference, leading the SDC funded project, **Dr. Jérôme Elie** (Programme for the Study of Global Migration, Graduate Institute) facilitated a 2-month process of discussion among some Swiss CSOs. The objective was not to develop a full-fledged and national consultation process but to ensure the conference would address themes and topics of concern to a core group of organizations invited to provide inputs into the project. As a result, the conference concept and program were developed with both the SDC's Global Programme Migration and Development and this core group of Swiss CSOs: Terre des Hommes, Helvetas, the Forum pour l'Intégration des Migrants et des Migrants (FIMM), the Service Social International (SSI), the Association pour la Promotion des Droits Humains (APDH) and the Fédération Genevoise de Cooperation (FGC). Moreover, this core group provided inputs on panelists to be invited and contributed directly through presentations on some of the panels. The conference therefore provided the opportunity to learn from the work and expertise of Swiss CSOs. In this sense – and despite the fact that a limited number of Swiss CSOs were involved – the preparations for the conference and the event itself allowed for a degree of civil society ownership: With six different thematic presentations Swiss CSOs made-up one fourth of all panelists.

Indeed, the Joint Reflections conference was built on the acknowledgement that multi-stakeholder dynamics are increasingly important and the recognition of the value of going beyond state-only approaches. Although this process could not qualify as a national consultation mechanism, an important value-added (and innovation) of the Joint Reflections conference was that it combined a national process with reflections from and interaction with international actors. Such an approach involved challenges, mainly practical ones, such as language issues. It also allowed bringing together a diversity of viewpoints and experiences and hopefully contributed to developing common understanding and learning. In this perspective, it aimed at developing better informed, more collaborative and more cohesive approaches to international processes and initiatives.

Finally, in the framework of the on-going project, the core group of Swiss civil society organizations was invited to share reflections on the two-day symposium in the aftermath of the conference. The feedback was overall positive, civil society representatives commending the diversity of stakeholders which allowed for engaging and exchanging with other organizations and actors on an informal basis. It provided an opportunity to connect their field reality to the international debates on migration and development. Moreover, Swiss civil society representatives were positive about the way in which the substance of the themes had been discussed from various perspectives in the panel sessions. They underlined that such interactions are essential to reinforce the visibility of Swiss civil society. However, they also identified room for improvement, especially regarding the participation of a more diversified range of civil society actors. They would have welcomed a broader involvement of civil society organizations with more varied geographical and thematic backgrounds to improve the inclusiveness of Swiss civil society in the process. In this regard, they pointed to the challenges for civil society actors to attend such events due to limitations in financial and staff resources. To facilitate the engagement in such fora, more resources and time should be allocated to civil society organizations. This would help in preparing for these interactions and in mobilizing the full potential of contribution in the discussions. It was also stressed that

4

current debates should build more on results and recommendation of earlier discussions and consultations for the sake of moving forward in the process. Finally, Swiss civil society participants expressed hope that such a multi-stakeholder conference could be organized again in the future, through a more inclusive approach.

Introduction

In their introductory remarks, **Prof. Vincent Chetail** (Programme for the Study of Global Migration, Graduate Institute) and **Ms. Beata Godenzi** (Programme Global Migration and Development, SDC) welcomed the new spirit which seems to be reflected in discussions on migration and development, away from security issues and towards better appreciation of potential socio-economic benefits for both countries of origin and destination. Ms. Godenzi underlined the multifaceted nature of migration and development, which requires dialogue between and among countries of origin as well as countries of destination. Dialogue is important for innovation and trust-building, which are foundations to find solutions. In trying to be inclusive, it is also important to reach out to non-state actors and recognize the value of joint reflections such as this conference. Ms. Godenzi thus referred to a number of multi-stakeholder approaches organized around the world and called for better interaction with civil society, recognizing the diversity among CSOs. According to her, given this multiplicity of perspectives and objectives within civil society, it would be an illusion for states to expect CSOs to present a single vision or speak with a single voice. However, this should not hinder dialogue and interaction to find common ground. Swiss civil society, in particular, is heterogeneous. Swiss authorities have made continued efforts over the past years to develop inclusive consultations with its different actors, fund and support the participation of civil society in international processes and debates so as to facilitate joint reflections of this type.

Session 1: Development through Empowerment of Migrants and Diaspora Initiatives

Given that the first session focused on a multifaceted topic, of essential relevance to civil society actors, the organizers opted for a format with two parallel panels:

Sub-Panel 1a: Empowerment of Migrants through Diaspora Initiatives

The first sub-panel was chaired by **Ms. Christiane Kuptsch** (International Labour Organization), who reminded the audience that diaspora initiatives are a topic of growing importance. It is regularly addressed in international debates and processes on migration and development. The potential of migrants and their descendants to contribute to the development of their countries of origin is now widely recognized. Many governments (of origin but also of destination) have engaged in reflections on the best ways to promote the right kind of initiatives in this field. Countries of origin can for example create incentives and help diaspora communities to realize their own aspirations in a mutually beneficial manner.

Moreover, policymakers should recognize that nowadays some people may belong to more than a single diaspora. Indeed, because of increasing trans-national links, many migrants and their descendants develop a sense of identity and belonging that refers to more than one country. Through measures for a better socio-economic integration of migrants and diaspora organizations, host states can allow diaspora members to become entrepreneurs, social investors and policy advocates, thus enabling them to better contribute to the development of their countries of origin.

The participants to this sub-panel reflected on the best ways to support diaspora initiatives and the various benefits those can have, beyond financial remittances. Practical examples from governments and from civil society experiences helped develop a more concrete discussion. The first issue discussed related to the mechanisms that origin countries can develop to ‘tap’ into the potential of their diasporas.

- i. *What are the mechanisms that origin countries can develop to ‘tap’ into the potential of their diasporas?*

Ms. Bahija Jamal (Ministry in Charge of the Moroccan Community Resident Abroad) provided the main contribution on this issue by sharing information on the Moroccan government’s approach, experiences and good practices in supporting a large diaspora, which constitutes 15% of the Moroccan population. The core of the Moroccan policy in that regard is based on the idea of accompanying the “Moroccans of the World” (“Marocains du Monde” – MDM) in their migratory experience, without uprooting them. The main components of this approach encompass the defense of the rights and interests of the MDM in Morocco and abroad, support for vulnerable groups as well as measures to enhance MDM’s participation in development and productive investment. Ms. Jamal presented three different Moroccan support programs designed to reinforce the link between migration and development. The first program aims at the establishment of partnerships to mobilize highly-skilled competences in specialized fields such as medicine and health, energy, education, agriculture, the service sector or aeronautics. “Your Morocco”³, a virtual platform and database developed by the ministry, allows academics as well as entrepreneurs from the public and private sectors to exchange expertise and competences. Through her presentation on the “MDM invest” program, Ms. Jamal shed light on her government’s efforts to promote diaspora investment. Morocco established a support fund for entrepreneurial projects and diaspora initiatives and it collaborates closely with the *Fondation Banque Populaire Création d’Entreprise* as well as the governments of Belgium and France and the IOM to facilitate Moroccan diaspora investment. Third, the “Program of Capacity Reinforcement of MDM Associations” aims at strengthening local diaspora development initiatives and facilitating administrative processes they may need to go through. In particular, it provides a platform of exchange on challenges and best practices of Moroccan migrant organizations. Given the diversity of programs developed by Morocco, it can be considered as a country of origin which is very active in its diaspora empowerment policy and in the creation of diaspora support institutions.

³ Ministry in Charge of Moroccans Living Abroad: virtual platform “Your Morocco” or *maghribcom* (www.maghribcom.gov.ma)

ii. *How can host countries contribute to diaspora initiatives?*

After this focus on a country of origin, the discussion turned to the host country perspective and how these can contribute to diaspora engagement in migration and development. **Mr. Peter Schatzer** (International Organization for Migration) highlighted IOM's activities in this field. He emphasized the '3 Es' strategic approach IOM adopts in supporting diaspora initiatives: Enable, Engage and Empower. *Enable* migrant communities' aims at maximizing their potential for development by improving social protection and access to rights as well as essential services, such as health care. Effective integration policies are key to ensure that the migrants are able to adapt quickly to their environment and face minimal barriers in the acquisition of new knowledge, skills and capital. Furthermore, Mr. Schatzer insisted, governments of destination countries should *engage* in mapping and understanding the diaspora communities. This allows them to reach out, establish dialogue and build trust with their migrant population. Host countries can also *empower* diaspora communities by facilitating the transfer of skills and resources. Mr. Schatzer mentioned a number of skills and resources transfer support initiatives developed by IOM, such as the financial literacy training program of MIDA (Migration for Development in Africa). He also pointed at the role of host governments in the provision of information on remittance services and costs and the facilitation of skills transfers.

Mr. Jules Bagalwa Mapatano (Plateforme Migration et Développement, Fédération genevoise de coopération; Haute Ecole de Travail Social, Geneva; Groupe de Réflexion et d'Action sur l'Afrique et le Congo-RDC (GRAC), Geneva) also contributed to the discussion on the challenges associated to skills transfer by diaspora members. He presented preliminary results of an on-going research on skills-matching and the access by graduates of African origin to the Swiss labor market. He underlined the importance for migrants to be able to integrate in their host society and the labor market. Host governments can facilitate and accelerate this integration through the recognition of foreign diplomas as well as the provision of stable residence conditions for foreign graduates, among them number of former students in Switzerland, and information about the opportunities available. This information can also be disseminated by civil society actors. According to Mr. Bagalwa's research, these are two essential conditions that can facilitate their access to employment that matches their skills. Moreover, he highlighted skills-matching as a pre-condition for diaspora members to contribute to the development of their country of destination as well as their country of origin. In that regard, he also insisted that administrative obstacles to migrants and diaspora contributions do not only exist in destination countries but also in countries of origin.

Both panelists' presentations demonstrated that it is fundamental for diaspora initiatives that host governments are aware of diasporas' realities and challenges. In this perspective, Mr. Schatzer drew attention to the Diaspora Ministerial Conference organized by IOM in June 2013. This conference provided an opportunity for ministers and state officials with direct responsibility for implementing diaspora policies to identify and share the best and most innovative practices and lessons learned. Mr. Schatzer reminded the audience that one challenge in such meetings is that many destination countries do not have specialized diaspora officials. However, these are essential since there are still countries which do not yet perceive diasporas as positive actors.

Mr. Gibril Faal (GK Partners) contributed to the discussion on the host government-diaspora relationship with personal insights as a migrant and through his engagement in the diaspora organization AFFORD (African Foundation for Development). The objective of this organization is to promote migrants' contribution to African development through political advocacy and lobbying. According to Mr. Faal, the best practice for host country initiatives to engage in development is to consult with diasporas and to provide direct support to diaspora organizations. He mentioned for example that the British government recently made a step towards this approach by dedicating funding to diasporas and small organizations.

The core of Mr. Faal's presentation encompassed the panel's first two questions by providing examples of good and bad practices relevant for both countries of destination and of origin. First of all, he insisted again on the fact that institutions and governments should not expect the diaspora to speak with a single voice. Although this may constitute a challenge to the interaction with governments, it reflects a reality that cannot be neglected. Second, Mr. Faal encouraged governments to engage closely with the diaspora members involved at the forefront of initiatives but without taking their participation for granted. Moreover, he insisted that governments should engage with those organizations that do the most, not those that speak the best. Collaboration with civil society actors should take into account their structural and organizational nature (which relies significantly on volunteering outside of office hours). Moreover, he emphasized the importance of quantifying and measuring the diaspora contribution. This would allow evaluating where room for improvement exists and help increase financial and institutional support allowing diasporas to negotiate and speak for themselves. Finally, Mr. Faal called on governments to provide support to the change-makers, which may sometimes be diaspora individuals, not organizations. There should be support options for individuals who come up with an interesting idea.

Finally, during the debate with the audience **Ms. Awa N'Diaye** (Espace Afrique International) underlined that the financial crisis has once more demonstrated the importance of migrants and diasporas in providing constant financial and capacity support. Therefore she considered it necessary to create an investment fund for the diasporas so as to support their engagement in financing projects, creating jobs and wealth in less prosperous times.

- iii. *What kind of contributions, other than financial remittances, can diasporas make to the development of their countries of origin and what are the conditions required for success?*

Traditionally, the development return from diaspora communities was mainly perceived in economic terms: financial transfers and investments in the country of origin. The Chair and panelists reminded us that migrants and their descendants have also always been important development actors through knowledge and skills transfer and the establishment of cultural linkages between the different countries. Additionally, they remain crucial transmitters of economic capital, such as financial remittances, increased trade and investments. Migrants and diasporas have been playing such important roles long before the international community took notice.

The panelists gave various examples of singular diaspora initiatives. For example, Mr. Schatzer emphasized the migrants' role in post-crisis recovery: IOM worked closely with diaspora programs during the Libya emergency to mobilize human resources to support the transition

and recovery. Again, Mr. Bagalwa underlined the crucial role of skills and knowledge transfers. Those transfers of social and cultural capital can only succeed if diaspora organizations collaborate with governments to facilitate the recognition of diplomas and reduce administrative obstacles in both countries of origin and destination. For his part, Mr. Faal presented an example of a successful diaspora initiative led by AFFORD, which encouraged young African professionals to engage in volunteer programs in their country of origin to help them to reintegrate in their home societies.

- iv. *Some people have linked the ‘Rise of the Diaspora’ to the ‘Decline of Development Aid’. What do the panelists and the audience make of this idea?*

The objective of this question was to look at the interface of diaspora and development from a more critical perspective. Indeed, a number of actors have warned against the possibility that some governments may come to seeing diasporas as a panacea to development issues, thus reducing their contributions to development aid or their own development efforts. In this context, Mr. Schatzer criticized a discourse, which suggests that the African diaspora is an additional sixth region to the traditional five African development regions (namely North Africa, West Africa, East Africa, Central Africa and Southern Africa). In his opinion diaspora resources should never be seen as a substitute for development assistance, especially because these are private resources invested on the basis of individuals’ decisions. Nevertheless, governments should facilitate and support the transfer of these resources, answering needs rather than acting in a donor-driven fashion. Thus, Mr. Schatzer pointed out that there is a multitude of diaspora projects for Afghanistan because donors are particularly interested in the Afghan diaspora and not necessarily because they need it most.

For his part, Mr. Faal presented a positive assessment, noting that mainstream development agencies have recently discovered diaspora initiatives as a source and a tool for development rather than as a substitute for development policies. This allowed for new projects to flourish, particularly focusing on financial literacy training. However, he expressed the idea that diaspora inputs can also be sustainable contributions to development, as shown by a study which found that 28 percent of households that send remittances from UK have been living in this country since 1979. It appears that migrants can influence their children to remit to communities that they do not even know about.

- v. *Is the role of the diaspora addressed in the various international processes, projects and initiatives? Why is diaspora not specifically addressed in the HLD working program so far?*

Mr. Faal addressed this issue by sharing his experience through the engagement of AFFORD in the first HLD of 2006, the GFMD process and preparations for the 2013 HLD, where he has witnessed a growing presence and prominence of diaspora actors and issues. This evolution contrasts with the 2005 launching of the report of the Global Commission on International Migration (GCIM) in London where AFFORD was the only migrant organization present. Improvement in inclusiveness and engagement of diaspora organization since then is notable. This evolution also led to more participation in local events, such as the African Diaspora and Development Day in London. The IOM Diaspora Ministerial Conference of June 2013 is also a step towards an increased consideration of diaspora potential in international processes,

especially as Mr. Schatzer explained that it would feed into IOM's approach to the HLD and the GFMD. However, one may consider that there is still important progress to be made in this area, as we may infer from the fact that diaspora is not specifically included in the HLD working program (although it was part of the civil society preparatory program for the July Interactive Hearings).

Sub-Panel 1b: Combat Exploitation, Discrimination and Xenophobia and Promote Social and Economic Integration in the Host Country

The Chair, **Prof. Etienne Piguet** (Université de Neuchatel) introduced this sub-panel by reminding the audience of the importance of the issues to be discussed for Switzerland. Echoing some of the comments made in the first sub-panel, he explained that well-integrated migrants participate more actively in the host society, also improving their ability to contribute to the development in their countries of origin. Migrants' integration in their host society is crucial for their well-being and leads to higher employment rates. However, migrants often face difficulties in accessing health care or in having their education and skills recognized. The lack of labor rights enforcement mechanisms also often exposes many to exploitation and discrimination. Obstacles to social integration are sometimes a result of xenophobic tendencies in the host society. It is important to work against misperceptions through factual information and awareness-raising intended to avoid discrimination, xenophobia and violence against migrants. According to Prof. Piguet, this is even more important given many countries' (including Switzerland's) current political climate, where labor markets are very discriminative, particularly for young foreigners.

Good integration is also probably the best way to promote links between the host and origin countries. These links provide assets for the development of countries of origin through remittances and investment. Moreover, it is usually easier for well integrated migrants to decide to go back and set up businesses in their countries of origin. Therefore, strategies to ensure social integration and protection in the host country are also important in that regard. Participants to this sub-panel reflected mainly on how to combat the negative effects identified above and promote a more fruitful socio-economic integration of migrants in the host countries. Practical examples from civil society programs were presented and discussed with the aim of strengthening multi-stakeholder efforts to facilitate integration measures adjusted to the local context and the migrants' profiles.

Since the panel was more Swiss-focused than others, international processes were scarcely discussed but the substance presented established clear connections between the Swiss context and reality on the one hand and the international debates and processes on the other.

- i. *Which measures can ensure the promotion of social integration and protection strategies in the host country, including measures offering opportunities to take part in social and political debates?*

Prof. Claudio Bolzman (Haute Ecole de Travail Social, Geneva) stressed that integration policies developed in the recent past, once governments realized that migrants may settle permanently in destination countries and were therefore more than an economic variable or

short-term visitors. He also presented theoretical reflections on how different societies develop various integration and protection strategies, starting by identifying two main traditions on integration: One, which focuses on the social cohesion of the system and sees integration as a property of the system and hardly influenced by trends such as low unemployment rates or inequalities. The other refers to integration as a process in which various social groups interact to foster respect for equal rights, equal treatment and opportunities. In his view, multicultural societies have usually recognized and developed specific policies towards migrants and ethnic minorities designed to compensate inequalities or discriminations; assimilationist societies are more worried about the ethnicization of social discourse and have promoted policies such as territorial programs targeting marginalized districts. Prof. Bolzman also identified two main kinds of programs of actions designed to promote socio-economic integration of migrants: On the one hand, programs geared towards mainstreaming policies against exploitation and discrimination, which rely on modifying legal instruments and institutional actions. On the other hand there are more individualized actions designed to empower migrants as individuals or groups through activities such as counseling, mentoring or networking.

In general he mentioned a preoccupying tendency among European countries which consists of focusing on so-called “integration contracts”. These policies emphasize immigrants’ individual (or family) responsibilities, the low financial costs for destination countries, and a link between integration and legal status. If immigrants learn the local language, if they adapt successfully to the new environment and if they are economically independent, the contract goes, then their settlement in the destination countries will be facilitated at the legal level (through tools such as residence permits). On the contrary, immigrants who do not (or cannot) fulfill their part of the contract can be sanctioned even though there are no equivalent sanctions for official actors and institutions which may not always fulfill their part of the contract (e.g. provide a relevant language training option, etc.). Professor Bolzman attributed this asymmetry to the conditionality and legitimacy of migrants’ presence in the country.

Going more into the concrete substance, **Mr. André Castella** (Integration Delegate, Geneva Canton) provided a very interesting perspective from a local official and positioned his presentation in the century-long history of Geneva as a place of destination for numerous migrants. Nowadays, over 50 percent of this city’s population is of foreign origin, which has always represented an integration challenge in Geneva and Switzerland more generally. Despite this past and background, in Geneva as in many other places, people may live for decades and still be considered as migrants instead of residents. The social and economic status as well as ‘labeling’ reinforce such distinctions: for example, international civil servants are neither perceived nor referred to as ‘migrants’ but rather as ‘expats’. This discursive distorting disparity and reality is also true for many other pejorative categories, such as temporarily admitted asylum seekers or undocumented migrants. Mr. Castella underlined that it is the responsibility of the authorities to clarify such misperceptions. In his opinion this would be a first step to confront the climate of fear that is promoted and manipulated by political parties and the media. To stop this climate of fear people need to be educated. However, he deplored a certain lack of official communication in Switzerland and Europe aimed at countering such narratives. Providing answers to simplistic but powerful discourses with the necessary complex arguments to explain complicated issues is always a challenge.

The Geneva Integration Office makes strong efforts to sensitize people in order to counter racism and discrimination openly.

Ms. Isabel Obadiaru (Association pour la Promotion des Droits Humains - APDH) underlined in her presentation that social integration is a multifaceted concept and a challenge both for migrants and the host society: For migrants, integration includes a processes of learning a new culture, acquiring rights and obligations, gaining access to positions and social status and building relationships with members of the host society. For the host society, social integration means opening up their institutions and providing equal opportunities to migrants and nationals. Ms. Obadiaru emphasized that there are certain groups that are particularly vulnerable to discrimination and therefore especially at a disadvantage in terms of their integration into the host society. Certain groups of migrant women face widespread and multiple forms of injustice related to their race, gender, religion or social class. Since this cumulative discrimination has unique and specific impact, it requires particular attention and remedy. Therefore, the gender dimension of racial discrimination needs to be considered in the design of responses that are effective for both men and women.

Ms. Obadiaru emphasized that migrant women are often particularly marginalized because of a general lack of knowledge about and recognition of their rights. Isolation and precarious financial situations, which hinder their autonomy within the couple or family, are major factors that make it difficult for them to access information and institutions likely to improve their daily life. Access to health care was presented as an important dimension: despite the fact that according to Swiss law everybody should have access to health care, many migrant women cannot benefit from this disposition. Financial and administrative hurdles as well as difficulties in accessing information are important obstacles, but there are also difficulties linked to language and cultural barriers. A similar problem exists with social security.

In this regard, Ms. Obadiaru highlighted a public health project developed by the APDH which targets disadvantaged migrant women regardless of their status. The project aims at disseminating information to facilitate access to health care and other basic rights but also at providing a platform of exchange between migrants. Since it involves a multiplicity of nationalities and ten different languages, a female moderator of each ethnic group facilitates communication and integration assistance. In the process, those women step out of isolation and gain self-confidence. Ms. Obadiaru underlined the importance of an intercultural dialogue between the migrants and the host society to achieve a better understanding of integration. The governments should play a proactive role in eliminating systematic discrimination.

Mr. Rolf Widmer (International Social Service - ISS) presented the approach of his organization in ensuring and promoting the protection and social integration of unaccompanied minors. He explained that these children are particularly vulnerable since they enter Switzerland either through irregular migration channels or through the asylum procedure. In both situations they are exposed to insecurities that make it difficult for them to develop a life project and integrate in the host society. Therefore, ISS promotes the respect of an ethical framework based on the Convention of the Rights of the Child to which Switzerland and many other states are signatory. According to ISS, the right to particular assistance and protection for unaccompanied minors should also be respected in the asylum procedure, as well as their possibility to have equal opportunities for their personal development as other youth living in the host country. Non-discrimination, the right to participate in the decision-making and the respect of the superior interest of the child are the

12

corner stones of such adequate treatment. Mr. Widmer outlined the ISS' strategy in promoting a non-discriminating and holistic approach which rests on providing assistance to young migrants according to their personal situation and resources; evaluating the personal situation and the superior interest of the child; supporting the minor's participation in all relevant procedures; providing adequate information, legal, psychosocial and social assistance; and seeking durable and concrete solutions. A "person of trust" (ideally of the same ethnic background as the child) is important to accompany this approach. Mr. Widmer referred to the potential of CSOs in finding the relevant persons through their networks in the diaspora.

During the discussion, **Mr. Ignacio Packer** (Terre des Hommes) asked whether it would not be better and more constructive to host unaccompanied minors in families rather than in centers. To answer, Mr. Rolf Widmer referred to his experience in the asylum sector of Zurich, where efforts were made to integrate the children in host families of their own ethnicity. Although, this proved to be a successful approach, it did not fully square well with the official political integration strategy and therefore did not receive the necessary support.

Ms. Beata Godenzi (SDC) agreed that it is important to seriously tackle the question of racial discrimination. She underlined that it is particularly essential to find ways to implement the prevention of discrimination. In this perspective, she made an appeal to civil society actors to come up with ideas on how prevention could be carried out and abuses sanctioned. Moreover, establishing a link between development and integration, she encouraged reflections on the potential and good practices in this domain, even though this idea has yet not taken root at the administrative level. Mr. Widmer provided a concrete example of how this link may be made by referring to the vocational training of migrant youth. According to him, this represents a major investment in development since it allows them to gain independence and may provide incentives to return to their countries of origin. In that case, they can become actors of development through their professional skills and capacities. Therefore, we should invest into the education of migrant youth, rather than pursue non-integration policies based on the fear that these people may remain in Switzerland.

- ii. *How can multi-stakeholder initiatives work to enforce labor rights for migrants and address all forms of discrimination against migrants in the labor market and xenophobia?*

Ms. Isabel Obadiaru underlined how migration has contributed to the ethnic, cultural and religious diversity of contemporary societies. However, since societies are challenged by the inclusion and interactions between such multiethnic communities, this exposes migrants to racism and xenophobia in all stages of their journey. As a consequence, migrants face difficulties to integrate and access equal rights, which are linked to persistent anti-migrant sentiments and discriminatory practices. In her opinion, addressing negative perception and fostering social integration is the key to countering xenophobic tendencies and discrimination. Voices from the civil society in the audience also supported the importance of countering discrimination. **Mr. Joël Atitsogbe** (Co-Habiter) recalled that combatting discrimination is at the basis of all efforts in integration and development.

Prof. Bolzman presented an overview of the definitions of exploitation, discrimination and xenophobia. It is indeed important to be precise in the understanding of these issues to be able to counter them in a multi-stakeholder approach:

Exploitation happens when work conditions are not respected in relation to normative standards (law or collective conventions). Migrants are often likely to be exploited because of their precarious status.

Discrimination relates to an unequal and arbitrary treatment related to differences, real or imaginary. Some discriminations are forbidden by law (related to gender, “race” or religion for instance), others are actually established by law (such as those related to nationality: in some context we consider it acceptable that some people have different rights than nationals). Moreover, discrimination can be “direct” when produced by attitudes and behaviors of individuals and groups against some categories of the population (e.g. when an employer systematically rejects applications from a specific ethnic group). Discrimination can also be “indirect”, when there is no explicit will to discriminate but norms and practices produce inequalities (e.g. in the overrepresentation of children of migrants in certain types of training courses or schools).

Xenophobia refers etymologically to the fear of the other and the hatred for aliens. Today, xenophobia has become an ideological positioning where aliens are defined as a “natural” general category. This is problematic and dysfunctional for a society because it postulates that the presence of those defined as aliens lacks legitimacy and can be questioned at any time. Xenophobia is also an exacerbation of national frontiers where foreign presence is perceived as troubling the supposedly harmonious national order. Xenophobic attitudes can facilitate forms of exploitation and discrimination.

Mr. Castella provided a concrete example of the efforts developed by a local government to foster integration and combat discrimination and xenophobia. He emphasized the twofold mission of his office, which encompasses prevention of racism and discrimination alongside integration schemes. Both the Swiss Constitution and the Swiss Penal Code urge the Swiss state to prevent and punish racism. Moreover, Mr. Castella highlighted the initiative of the Geneva Integration Office in joint efforts with all other Swiss cantons to develop an integration program, which incorporates the eight following measures (dependent on specific cantonal implementations according to Swiss federal principles):

- Act where people are (neighborhoods, communes, associations), in order to respond in a pragmatic way to the needs and expectations of the authorities and the residents concerning integration and discrimination.
- Strengthen social cohesion and linkages between the newly arrived foreigners and the host population. This must be more than words.
- Develop prevention and combat strategies against the decline of certain ethnic, national or religious communities.
- Favor citizenship and the feeling of belonging to the group (participation, especially access to naturalization)

Mr. Castella underlined as an important achievement that the federal state has taken the lead in working on the prevention of discrimination. However, the cantons now need to follow up with regional strategies. With measures such as the establishment of a helpline for victims of racism and discrimination, Geneva is not only at the forefront of those efforts but also leading the way in locally implementing international recommendations. Other measures will follow, especially related to awareness-raising among officials on issues of discrimination.

During the debate, **Mr. Patrick Taran** (Global Migration and Policy Associate) expressed his satisfaction about the fact that the panelists addressed the issue of integration as a mutual process involving both migrants and the host society. In his opinion, the state is a central actor in facilitating this process, through the adoption of laws and policies, which ensures equality of treatment, opportunity and protection of right. This may also call for challenging the existing nationality-based exclusions and the establishment of independent bodies to monitor, promote and enforce equality of treatment and contribute to public education on discrimination. Civil society actors are important social partners in such mechanisms.

For his part, Mr. Widmer underlined in his presentation the importance of a multi-stakeholder approach in promoting non-discrimination and social integration. Referring to the support of non-accompanied minor migrants he highlighted the importance of his organization's collaboration with public and private partners both in the host country and the countries of origin. In the framework of a national project within six Swiss cantons, ISS pursues this effort in establishing a mapping of the different stakeholders and of their responsibilities and the services they offer in support of the youth. In Mr. Widmer's opinion, the main goal of such multi-stakeholder approaches is to reach adequate and durable solution for the migrant children. ISS tries to foster collaboration and exchange on the issue of unaccompanied minors through concrete activities such as developing a platform for the exchange of information for young migrants and professionals (www.enfants-migrants.ch); connecting stakeholders of the formal and informal support network (cantonal mapping project); developing minimal support standards; supporting vocational training of minors during their stay in Switzerland; and a program of supporting the reinsertion of the minors in the host or country of origin.

Session 2: Migration and the Post-2015 Development Framework

Because of its politically sensitive character, migration was not explicitly included in the Millennium Development Goals (MDGs) and it remains a challenge to find consensus on specific development targets and/or principles referring explicitly to migration. The question on how migration might feature in a framework based on a limited number of measurable goals and targets remains open. However, the increasing recognition of the role migration plays in development schemes has led to renewed attention and efforts at including this dimension in the Post-2015 UN Development Framework. Thus, the UN Post-2015 Task Team and the European Commission have acknowledged migration and mobility as important enablers for inclusive and sustainable development and growth.⁴ The Rio+20 outcome document also called upon states to address international migration through cooperation while protecting migrants' human rights.

The participants to this session mainly discussed the importance of including migration into the Post-2015 UN Development Agenda, how this may be achieved and how this issue is addressed in various international processes and initiatives on migration and development. They also considered the links between the discussions on the Post-2015 UN Development

⁴ Knoll, A. 2013. A challenging road ahead: International migration and the Post-2015 UN Development Agenda. GREAT Insights, Volume 2, Issue 3. April 2013:
(http://www.ecdpm.org/Web_ECDPM/Web/Content/Navigation.nsf/index2?readform&http://www.ecdpm.org/Web_ECDPM/Web/Content/Content.nsf/0/9688AC6EB207F2E0C1257B32003AE99B?OpenDocument)

Agenda and the processes related to the Sustainable Development Goals (SDGs) and the Global Environmental Goals (GEGs).

- i. *Including migration in the Post-2015 UN Development Agenda has become a very important topic of discussions within the 'migration community'. But how does this topic fare in overall discussions on the Post-2015 Agenda? Is it also considered as a major issue by other actors and negotiators?*

In his introductory remarks, the Chair **Dr. Khalid Koser** (Geneva Center for Security Policy – GCSP) indicated that 2013 is a critical time to determine the future development agenda and invited the panelists to reflect on the necessity of and justification for including migration in the Post-2015 UN Development Agenda. He emphasized that this reflection needs to consider whether including migration is more important than other development dimensions such as access to healthcare, especially in a context of limited resources. One of the most important parameters in deciding whether or not (and how) migration should be included in the Post-2015 UN Development Agenda should be its capacity to deliver development results.

The panelists adopted different approaches to this theme, some such as **Dr. Dilip Ratha** (The World Bank, KNOMAD) and **Mr. Shabari Nair** (SDC) focusing on emphasizing the impact of migration on development outcomes as a justification for including this aspect in the Post-2015 UN Development Agenda, others such as **Ms. Marianne Hochuli** (Caritas Switzerland) or **Mr. Ignacio Packer** (Terre des Hommes) balancing the importance of migration vis-à-vis other themes to be included in the Post-2015 debate.

Dr. Dilip Ratha based his presentation on data demonstrating how migration influences development outcomes. He emphasized that remittances make up an important portion of the GDP of many migrant-sending countries, thus strongly contributing to the economic performance of those countries. He also highlighted a multiplicity of migrants' contributions such as skill-, knowledge-, and technology-transfer, which are very much linked to diaspora activities. Overall, Dr. Ratha's assessment was that even though migration was not explicitly included in the Millennium Development Goals, it has been a significant factor in the efforts designed to achieve many of these objectives. For example, by increasing financial resources, remittances have helped improve access to education and health in many countries, thus having an influence on MDG number 2 (achieving universal primary education), 3 (promoting gender equality and empower women) 4 (reducing child mortality) and 6 (combatting HIV/Aids, malaria and other diseases). Based on this assessment and considering the trends towards increased mobility, especially South-South movements, he considered that migration ought to be explicitly part of the future development agenda so as to further improve its contributions.

Similarly, Mr. Shabari Nair reminded the audience of the importance of (internal and international) migration as a longstanding transformative and immediate poverty reduction strategy that is bound to remain important in the future. Mobility plays an important role in human development as well as in the economic development of states. It was a missing dimension in the 2000 Millennium Development Goals but now has come the time to build on the solid MDGs foundations to include migration in the Post-2015 development framework. Important improvements may come from the fact that contrary to the process that led to the MDGs, the international community can base its reflections on years of elaborate

consultations and research. Overall, Mr. Nair considered that we all know that migration has to be integrated in the Post-2015 UN Development Agenda but the word needs to spread beyond the migration community. In this perspective, conferences such as this one and multi-stakeholder engagement can help. We also need 'champions' within governments. Switzerland has consistently tried over the past years to establish a link between the global agenda on development and the migration agenda, as demonstrated by its recent leading role in the Global Consultation on Population Dynamics in the Post-2015 UN Development Agenda. Migration is now an important dimension of the official Swiss position regarding the Post-2015 framework. In particular, it considers that human beings should be at the center of the new agenda, with a focus on human rights, equity and sustainability. States should proactively address, rather than merely react to challenges of population dynamics through the promotion of human capital, and through human-rights-based and gender-responsive policies. Switzerland recognizes the important implications of migration for all dimensions of sustainable development. Therefore, it supports a transversal approach where relevant targets of other goals take population dynamics into account (such as peace and security; environmental sustainability; economic growth and employment; education; food security and nutrition; health; equality; water; and energy). Besides a strong reference to human rights, the prevention of discrimination to ensure social inclusion and justice are two of the main principles related to migration that Switzerland promotes to address the global challenges of the Post-2015 era. In order to reduce inequalities, the Swiss government supports an approach that particularly targets vulnerable groups, such as migrants, since this allows measuring their improvements transversally with regard to other MDG goals. Moreover, the Swiss government puts the focus on three guiding objectives in the Post-2015 debate in order to realize migrants' full potential: 1) Ensuring safe and regular migration, notably by protecting the rights of migrants and guaranteeing the access to justice; 2) Reducing the economic and social costs of migration through the transferability of rights, the recognition of qualifications and the limitation of transfer of taxes; 3) Facilitating migrants contribution to development. However, Mr. Nair finally acknowledged that the challenge of working towards more coherence in the migration and development debate is to engage other essential development partners in these efforts.

In her presentation, Ms. Hochuli presented some critical reflections regarding the official Swiss position on the Post-2015 UN Development Agenda and on the status of migration in this framework. She agreed that migration should definitely find a place in the future agenda, but questioned the option of creating a stand-alone goal for migration. In her opinion, the main focus of the future agenda should be on aspects such as human rights, health and gender equality, especially since these could encompass migration among root causes and different challenges. She reminded the audience that the poorest people are usually those less likely to migrate, thus challenging the view of migration as a direct poverty reduction strategy. Mr. Packer also presented a rather skeptical view, based on his participation in various international meetings on the Post-2015 UN Development Agenda where he noticed that migration was not considered as a prominent theme by most actors. He felt that migration is still largely neglected in international conferences and reports on sustainable development and not enough integrated in the discussions on other core issues such as health or education. In his view, efforts should continue to raise the profile of migration and engage as many people as possible in those discussions if we want to avoid repeating the mistakes of the 2000 MDGs.

Finally, it is worth reporting here a comment made by **Mr. Pascal Fendrich** (Helvetas) in the conference concluding session. Mr. Fendrich highlighted how important it is for civil society organizations to see migration somehow included in the Post-2015 UN Development Agenda because this framework will define priorities for the next decade: if migration makes its way into the agenda, projects and programs directly related to migration and development will be supported and funded, while it may become difficult to work in this area if the importance of the dynamics at play are not recognized.

ii. *What are the best options to include migration in the Post-2015 UN Development Agenda?*

It is commonly recognized that there is a range of possibilities for including migration in the Post-2015 UN Development Agenda: a stand-alone goal related to migration and mobility; implementing separate (sub-) objectives for migrants under other thematic development goals such as health, gender or education; mainstreaming migration as an enabler at the local, national and global levels; and committing to stronger global partnerships on migration and mobility. The panelists agreed on the fact that migration has to be somehow anchored in the Post-2015 UN Development Agenda. However, since states are the main actors in negotiating the new development framework, it is their responsibility to decide if and in what manner migration will find a place in the future MDGs. Therefore, it is necessary for some states to take the helm and advocate in favor of including migration in the agenda. Switzerland's efforts seem to go in this direction. Mr. Shabari Nair highlighted that the government of Switzerland considers migration as one of the key issues for development. Despite the potential obstacles this position could face in the negotiation processes, he advocated for ambitious approaches. Switzerland is working to find appropriate solutions and to encourage the integration of migration either as a stand-alone goal or within the realm of other stand-alone goals such as health, education or labor if this makes more sense and appears to be the most productive approach. He also advocated for a mainstreaming of migration in local, national and global development agendas, thus emphasizing the essential role of good governance mechanisms in achieving development goals and overcoming the weaknesses of current MDGs. The central role of states in the process highlighted above does not mean that non-state actors should not have a voice. Mr. Nair thus recognized again the value of civil society contributions to the debates.

According to Ms. Hochuli, an important aspect that should be redressed in the new agenda is related to the isolation of the current MDGs vis-à-vis each other. Thus, she insisted that the new framework should build bridges and address economic, social and environmental sustainability considerations, which would enable to take into account the various root causes as well as consequences of migration. She expressed her hope that there could still be a possibility for migration to be a priority goal for the Post-2015 UN Agenda. This would allow for a clear focus on the root causes of forced migration, poverty and lack of development.

Dr. Dilip Ratha emphasized the importance of having a long-term perspective, which includes the reduction of potential risks migration can bring (linked to the idea of global public bad as pollution). Therefore, he pleaded in favor of developing migration specific targets and indicators to be included in the Post-2015 UN Agenda. He expressed his optimism in seeing

migration being considered as an enabler of development. Such progress can be greatly assisted by the production of applied research at the root of evidence-based policies. In this perspective, Dr. Ratha referred to the KNOMAD initiative as an important step. It is an open, inclusive, multidisciplinary knowledge partnership, which objective is to establish a platform that ensures quality control and policy relevant data collection on a multiplicity of migration and development related topics. Research will aim at helping governments and other stakeholders in designing evidence-based national and international policies and strategies, by generating a menu of policies through different thematic working groups.

Mr. Packer argued that migration could have been included in the MDG number 8 as an element of a global partnership for development. This may also represent an avenue for the Post-2015 UN Development Agenda. He felt that migration has so far been considered as a means rather than an end in the current millennium development goals. Again, in the Post-2015 discussion, migration is seen as an enabler for inclusive and sustainable growth. So if migration is not included as a stand-alone goal related to mobility, he expected the world leaders to recognize international migration as a development enabler in the Post-2015 development framework. Another option could be to strengthen the partnership goal in being more explicit about migration, for both countries of origin and destination. Overall, he had no doubts that we should include migration with universal targets and commitments for all countries. However, according to him, the most important is the reduction of inequality: a standalone goal for equity and non-discrimination would make him optimistic on the opportunities of the Post-2015 UN Development Agenda. Finally, Mr. Packer reminded the audience that we have to be lucid about the enormous potential of migration for development, but also about the negative implications of international mobility. Those undesirable effects should not be forgotten.

Mr. Nair emphasized that the links between the MDGs and the sustainable development goals are essential for Switzerland, especially in the context of including migration as an enabler for development. One of Switzerland's roles in international processes has been to strengthen the dynamics between the debate on migration and the processes on sustainable development. He particularly referred to the commitment of Switzerland in the framework of the Global Thematic Consultation on Populations Dynamics, which partly aimed at assessing the impacts of migration on sustainable development in order to highlight the relevant priorities for the negotiations on the Post-2015 UN Development Agenda. Moreover, he explained that the Swiss approach takes into account the Rio+20 outcomes. Nevertheless, Mr. Nair pointed out that the debate around whether or not the MDGs should merge with the SDGs is still undecided at the international level. According to him, this illustrates how difficult it is for the negotiations on the Post-2015 UN Development Agenda to maintain a coherent narrative on migration and development. However, the Swiss government is convinced that the SDGs' integration into the Post-2015 UN Development Agenda is pivotal for coherence as well as a precondition to define specific targets and indicators. It is the basis for an overarching framework that is globally valid for developing, emerging and industrialized countries.

Ms. Hochuli noted this Swiss approach with appreciation but also reminded the audience of the consequences and challenges associated to merging the MDGs and the SDGs, even for Swiss policy-makers. There is still a lot of work to do for governments to mainstream the

global sustainable and development agendas into national policy strategies, especially with regards to trade and investment policies as well as financial markets regulations. Wondering why it is so difficult to bring together the SDGs and the MDGs in a non-contradictory way, she also considered that the questions associated with the merger of MDGs and SDGs reflect the difficulties of reconciling priorities of developing countries (which often puts a major emphasis on fighting poverty first) and of developed countries (which consider that all countries should adopt sustainable development approaches).

- iii. *How do the different international processes address the integration of migration in the Post-2015 UN Development Agenda?*

In his presentation Mr. Nair recalled the Dhaka Declaration, which emerged from the Global Thematic Consultation on Populations Dynamics, advised strongly in favor of integrating migration into the Post-2015 UN Development Agenda. Addressing issues of coherence and the need for a strong and convincing narrative, Mr. Nair also discussed the links and dynamics between migration and the Post-2015 framework from the perspectives of the Open Working Groups of the Sustainable Development Goals, the GFMD, the HLD, and the Commission on Population and Development. He particularly insisted on the fact that migration should be tackled from the development perspective in order to respond to the specific challenges. This calls for coherence and interplays between different processes. For his part, Mr. Packer felt that despite his earlier comments on migration being under-represented as a topic of international discussions on the Post-2015 UN Development Agenda, there is a noticeable improvement in that regard and migration is more present than ever. However, the panelists did not dwell much on this question, which may be interpreted as an indication of the ongoing difficulties in making linkages between different processes and in developing a holistic approach to international processes and initiatives on migration and development.

Session 3: Measures to Ensure the Respect for and Protection of the Human Rights of All Migrants

As mentioned in previous sessions, migrants are particularly exposed to human rights violations due to their extreme experiences along the migratory path, at arrival and during their establishment in the host country. Therefore, as the Chair, **Ms. Pia Oberoi** (Office of the High Commissioner for Human Rights) reminded in her opening statement, it is important to reflect on ways of reinforcing the protection of human rights of all migrants in order to minimize the human and social costs of their movements. Such measures can also improve their access to safe, legal and protected migration opportunities as well as their capacity to sustain themselves and therefore to contribute to development. In the process, it is essential to identify vulnerable groups (such as children, youth, women or disabled) in order to develop strategies and provide support appropriate to specific needs. It is also fundamental to promote the respect and consolidation of existing relevant legal instruments (such as the UN Migrant Workers Convention and the ILO Convention on Domestic Workers). Moreover, access to information on their rights and to institutions of justice empowers individuals as agents of their own migration experience.

The participants to this panel addressed the issues highlighted above shedding light on relevant actions and mechanisms. The diversity of interventions ranged from theoretical approaches to more pragmatic reflections from a policy-maker perspective and civil society representatives.

- i. *What are the measures and multi-stakeholder initiatives likely to ensure a safe and human migration experience?*

Mr. Patrick Taran (Global Migration and Policy Associate) opened the debate with reflections on important principles to be respected so as to truly ensure the protection of human rights of migrants. Given that in many countries an increasingly important portion of the workforce is constituted by foreigners, such issues are gaining in prominence. For example, 90 percent of the workforce in Qatar is foreign and the national workforce is declining in countries such as Russia, China and Germany, which lead employers to call for more migration. Such trends require more state's intervention in ensuring that migrants' rights are respected, especially because the private sector is not bound to provide such protection. The first of three core principles is to recognize that the issues of rights protection will become more difficult with the increase and complexification of migration flows. Second, he highlighted the paradigm of citizenship and identity as one of the most important obstacles in protecting migrants from discrimination as long as they are based on a particular historic, racial, ethnic, religious or linguistic identity of belonging, which emphasizes exclusion over inclusion. Third, he advocated for bridging the gaps between the process of improving human rights and the substance of those rights. Human Rights should not only be principles, but also norms, allowing migrants to claim redress for grievances. States need to assure and monitor with their national instruments the guarantee of those rights. Although coherent and comprehensive legal frameworks may exist at various national and international levels (Committee of migrant workers; ILO's committee of experts on the application of recommendations and commandments, the Human Rights Council; regional instruments such as ASEAN; EU, MERCOSUR) enforcement mechanisms depend largely on states' reactions towards their responsibility to protect and the organizational structures and mechanisms they put in place to ensure the application of laws and norms. Fourth, Mr. Taran underlined the importance of filling the gap of data collection on these issues in order to strengthen the appropriate instruments. Finally, he emphasized the support efforts at the UN level necessary to ensure that the international policy level corresponds to the human rights dimension. Therefore, we need to incorporate human rights actors into the migration and development dialogue and in its institutions at the state level as well as on the civil society side.

H. E. Mr. Ambassador Juan José Camacho (Permanent Mission of Mexico to the United Nations Office and other international organizations in Geneva) based his contribution on his country's long-standing experience in the field of migration. The 3000 kilometer-long border between the United States and Mexico constitutes the worlds' biggest migration corridor, with about 1.5 million border-crossings a day. Furthermore, it is estimated that there are over 33 million Mexican diaspora members in the US. This fact alone has pushed the Mexican government to intervene in the territory of its American neighbor to influence the protection of its citizens, notably through a network of around 80 consulates. This long standing engagement with the US on migration issues has not always been easy but Amb. Camacho

highlighted the progress made along the way, especially in terms of the norms adopted. However, from a broader perspective, he also underlined that norms do not always translate into concrete actions. For this to happen, two main elements are crucial: First, governments should be aware of a constantly changing migration reality in South-South as well as North-South movements. Such changes blur the issues and make former black and white scenarios obsolete, thus influencing the way migration is or should be governed. For example, Mexico gradually became a country of transit and destination in addition to its old status as a country of origin. In the process Mexico had to develop a vision of how to deal with foreign migrants, especially those in transit, which represented a major policy challenge. New institutions have been created and the overall approach is now to ensure that foreigners are treated according to the standards the Mexican government would like to see applied to its own nationals abroad. Major challenges in this perspective relate to the overwhelming flows and the precarious conditions in which foreign migrants cross the country as well as issues linked to the (in)adequacy between human rights and conditions migrants may encounter in detention facilities. Second, to face those kinds of challenges, smart political leadership is essential: a good comprehension of the economic and political reality and power relations are necessary to design clever strategies designed to address migration and rights protection issues. Therefore, good political leadership is crucial to address the complexity of today's migration reality and simultaneously, migration represents a challenge for political leadership.

In this perspective, Amb. Camacho indicated that civil society actors have a fundamental role to play as mediators. They can and should contribute to developing a pragmatic view of migration to increase the political incentives for strong leadership. In particular, CSOs can have a positive impact on combating misperceptions, ignorance, xenophobia and anti-immigrant sentiments, thus pushing towards more liberal migration policies. Indeed, politicians often act out of conviction but also out of pure self-interest as they need to be re-elected. To provide leadership on sensitive issues such as migration, politicians need to feel that our communities do not experience ignorant fear of foreigners and civil society can play an important pragmatic role in that regard. In an optimistic statement, Amb. Camacho concluded by saying that the migration phenomenon is changing in contradictory ways but also slowly removing the floor under the feet of those countries that still have very tight migration and anti-immigrant policies.

Ms. Sophie Balbo (Terre des Hommes) presented a second practical example, this time from the perspective of a Swiss based NGO working to provide de facto protection to children and youth through activities in Albania and Greece. The “Children on the Move” initiative puts the emphasis on anti-trafficking and the prevention of child exploitation and abuse. The first principle is not to consider these children as victims or criminals. In this perspective, Terre des Hommes intervenes in countries of origin to advocate for alternatives to migration, foster educational opportunities and community development work. The primary consideration relates to the determination of the best interest of the child and involves the principle of “Accompagnement Protecteur” (Protective Accompanying): When necessary, Terre des Hommes representatives also provide support to children along their migratory path until they reach the place of destination. Protection efforts include sensitizing transit professional and police forces; helping children in making the right decisions, collaboration with lodgers and employers, managing day-centers where children can benefit from psychosocial activities, trainings and support in accessing education. To develop such activities, Ms. Balbo underlined the importance of reaching out to other stakeholders, including local and national authorities,

22

especially with the aim of filling the gap between NGOs active in places of origin and those working in places of destination. She also particularly emphasized the challenges linked to the increasing numbers of “children on the move” due to violent conflicts and climate change and the necessity to tackle such issues more vigorously.

Mr. Colin Rajah (Migrants Rights International; Global Coalition on Migration) also advocated for a stronger multi-stakeholder approach in countering states’ migration management approaches which tend to restrain the human rights of migrants, especially through increased criminalization and harsher enforcement of migration and border controls. Combined with current economic trends and employers demands, this has led to a commodification of migrant labor and the creation of a new underclass of cheap disposable workers (a ‘precariat’). This requires civil society to step in and develop new responses to fight against such trends. Non-state actors particularly need to provide vital services, immediate relief and offer de facto protection to migrants. They also need to advocate against abusive policies and in favor of better protection mechanisms. Good practices include cross-sharing of information and knowledge between civil society organizations so as to support each other and maximize the advocacy effects. It may also rely on building new alliances to facilitate joint projects or campaigns designed to strengthen the influence of civil society on the protection of human rights.

- ii. *Which international processes or initiatives particularly focus on the protection and access to human rights?*

The panelists expressed diverging opinions on the role of international processes on migration and development in fostering the protection of the human rights for migrants and noted that there is no global forum dealing holistically with issues associated to migration.

First of all Mr. Taran expressed the opinion that none of the international development and migration processes or initiatives addresses migration from a truly legal perspective. From another angle, Amb. Camacho expressed the idea that traditional multilateral processes may not be the best vehicles for addressing migrant rights since these are often as immersed with conflicting interests as domestic political scenes. The GFMD could be considered as an exception because it is not a formal process and it therefore allows governments to put aside domestic pressures linked to their societies, electoral processes and economic realities. Moreover, according to him, CSOs play a constructive role in the Global Forum. However, when asked whether Mexico would welcome an institutionalization of the GFMD which may play a role in reinforcing its role on migrants rights, Amb. Camacho highlighted that his government would welcome measures designed to strengthen the Forum, ensure sustainability and perhaps establish some continuity to the process but would express important reservations against any discussions about bringing the GFMD into the UN system. It makes sense to have the Global Forum as it is now and in a way some form of institutionalization is already happening since paranoias are fading away and states and non-state actors increasingly engage with the process.

Mr. Rajah presented an analysis of the evolution of discussions of human rights protection at the international level over the past 30 years, emphasizing the centrality of states’ responsibility in this sphere. Following the 1994 Cairo Conference, inter-linkages between migration and development increased progressively. In parallel, there was an evolution

towards deterrence strategies and harsh enforcement of national security. Therefore, today we face intensified criminalization and exploitation of migrants all around the world. Mr. Rajah pointed to the erosion of protective mechanisms and legal migration channels, which foster the treatment of migrants either as economic production commodities or dangerous threats and societal problems. Therefore he advocated to get away from the pejorative dialogue and proposed that the wide spectrum of organizations actions, should aim at “creatively challenging” the 2013 HLD. This encompasses a new critical and long-term perspective; reset frameworks and shift international policy; and develop new fresh concepts for migrant’s advocacy.

As a conclusion, the Chair, Ms. Oberoi, expressed the opinion that one should not hesitate to say that migration is so diverse and complex a topic that it is not surprising for it to be dealt within a diversity of forums and initiatives. In this perspective, the important question should be which part of migration may be discussed in which forums and with whom?

Session 4: Partnership, Cooperation and Coherence

It is widely recognized that ensuring coherence in migration and development approaches and policies, as well as working on the basis of partnership and cooperation between various stakeholders are essential bases to ensure migration can have a positive impact on development. However, ‘coherence’, ‘cooperation’ and ‘partnership’ are often used with different meanings. In the context of the preparations for the 2013 HLD Coherence was defined as “the systematic promotion of mutually reinforcing policy actions. Cooperation is the process of working together.”⁵ The GFMD process considers “partnerships” as “mutually agreeable arrangements between individuals and/or groups (governments, public and private sectors, migrants, diaspora, employers, home communities, NGOs, international organizations, etc.), that can maximize the developmental benefits of migration for all”.⁶ Partnership, cooperation and coherence can also develop (or be lacking) on many levels: between different branches of government; between international legal commitments and national laws and their enforcement mechanisms; between different stakeholders’ approaches (governmental institutions, civil society actors, international organizations); between the various international processes, initiatives and forums (GFMD, HLD, Post-2015, etc.); and between the local, national, regional and international levels.

This session aimed at reflecting on all these levels, with a particular emphasis on the dynamics between the local, national, regional and international levels. In his introduction, the Chair **Mr. Gervais Appave** (International Organization for Migration) pointed at the importance of understanding the diverse and rich constituency of different actors, what he called an “ecology of migration”. The panelists reflected on their experiences and ideas related to

⁵ Khalid Koser, Deputy Director and Academic Dean, Geneva Centre for Security Policy: Background paper on “Strengthening Partnerships and Cooperation on International Migration, Mechanisms to Effectively Integrate Migration into Development Policies, and Promote Coherence at All Levels.” Towards the HLD 2013 on International Migration and Development. P.1. (http://unobserver.iom.int/images/HLD_2013_Series_-_23_April_-_Background_Paper.pdf).

⁶GFMD Thematic Concept Paper: “Partnerships for migration and human development: shared prosperity – shared Responsibility”, GFMD Mexico 2004. P.2. (http://www.gfmd.org/documents/mexico/gfmd_mexico10_revised_theme_concept_paper_en.pdf.)

working at those different levels and to establishing dynamics between these. The growing importance of the local level for planning and implementing socio-economic development was particularly highlighted.

- i. *What kind of dynamics can develop between the local, national, regional and international levels so that positive linkages between migration and development can be reinforced?*

All the panelists agreed to say that although migration and development issues are often discussed from an international perspective, it is indispensable to look at multiple levels. The local dimension has often been sidelined or even forgotten in international debates. However, as expressed by **Mr. John Bingham** (ICMC, GFMD and HLD Coordination Office) integration, access to human rights (or lack thereof), community building, and development impacts are by essence local phenomena. According to **Ms. Aida Balamaci** (Joint Migration and Development Initiative) the local level is also important because the impacts of migration are most strongly experienced by the local population and local service providers. While local authorities do not have the competence to deal with migration and development issues, they have the de facto responsibility to develop the geographical areas under their jurisdiction and to foster the welfare of the populations. Moreover, migrants can affect local politics. It is therefore very important to include the local level and migrants into the design and planning of development programs. However, Ms. Balamaci also explained that the different levels should not be compartmentalized, if only because of the inherent transnational nature of migration, reinforced with improvements in technology and means of communications. Migrants maintain transnational links and identities and this pattern is supported by the fact that people from one community tend to move to the same localities, thus underpinning the local-to-local dimension. As **Mr. Markus Reisle** (SDC) explained, migrants are links between local realities (of their country of origin and of destination) and global realities.

Through her presentation on the JMDI interagency program, Ms. Balamaci provided a good example of a concrete initiative linking migration and development at different levels. The first JMDI program, which started in 2008, was geared towards strengthening the links between migration and development by funding concrete initiatives on the ground carried by a variety of actors, especially civil society organizations but also from academia, local governments and social partners. Partnerships continue to be an important aspect of the new JMDI program which started in 2012. It is built on the idea of establishing consortia of local authorities and civil society groups, involving partners in the 'South' and in the 'North'. The experience of the first program has shown that establishing strategic partnerships between civil society and governments at a decentralized level are essential aspects for the success of many migration and development interventions. The most effective and sustainable efforts are those which developed around a strong relationship between local governments in the countries of origin but also in the countries of destination. It helped develop a sense of ownership on initiatives, thus ensuring better sustainability. In addition, a decentralized cooperation fosters learning effects as many local networks in low- and middle income countries face similar issues and can exchange experiences and best practices. Moreover, since the local initiatives are based on particular issues, they contribute to capacity building for the local civil society. Over the next three years, the JMDI will try to strengthen partnerships at all levels, and will particularly aim at reinforcing the links between migration

and local development. By providing technical and financial support to local authorities, the new phase of the JMDI will – through targeted activities – strengthen the capacities of local authorities to harness the potential of migration for the development of their respective territories and connect them to migrant associations and other key actors in local development planning.

For his part, Mr. Reisle agreed that migrants have a key role to play in establishing partnerships since they link the local and global realities through their movements across borders and cultures. In the process, they take on multiple identities and responsibilities, towards their village, community or family of origin and the reality they live in abroad. Coherence in that regard is a balance that has to be negotiated in specific contexts and specific times.

Finally, **Ms. Cecilia Jimenez** (Geneva Forum for Philippine Concerns) touched upon the coherence of states and international processes on migration and development in dealing with irregular migration. Since irregular migration is usually perceived and depicted as a threat, civil society actors constantly need to advocate for the respect of irregular migrants' human rights. In this context, irregular migration is rarely considered in development discussions, even by CSOs. However, they are actors of their own development and also make contributions to their countries and communities of origin, through remittances and other means. According to Ms. Jimenez this lack of reference to irregular migration in the development context is problematic since it holds back irregular migrants' ability to develop their full potential. This is particularly challenging at the local level, which affects irregular migrants the most. She therefore underlined the key role of CSOs in providing local support to them, not only on a humanitarian basis but also to empower them in their development efforts. The Chair, Mr. Appave acknowledged that the temptation for many governments in dealing with irregular migrants is to stop them and send them back. This type of approach does not take into account policy coherence, which should be based for example on questions such as “are there sufficient openings to meet the needs of the labor market”?

- ii. *What do the multiple processes and initiatives tell us about coherence in addressing Migration and Development issues internationally? Are there attempts at establishing links between the issues discussed in the different fora? Are frameworks like the GFMD pushing towards greater coherence and cohesion of agendas and actions among international organizations, civil society and other non-state actors?*

Mr. Bingham highlighted that over the past years, civil society has played an increasing role in international processes, especially the GFMD. In the process of contributing to these debates and challenging other stakeholders, partnerships and cooperation within civil society and with other actors have emerged and progressed. Even though the main fora (GFMD and HLD) are state-led and the agendas are therefore very broad and refer mainly to governments' agendas, non-state actors are increasingly expressing their voices. In particular, the discussion on rights and partnerships are a core of the collaboration between civil society, international organizations and governments. The question now is rather whether coherence is being achieved in all those partnerships and cooperation? According to Mr. Bingham an important dimension to consider in relation to this question is the notion of 'convergence', which is an essential precondition for coherence. The real challenge is to put all the pieces of convergence together to bring it into a coherence that makes sense. Indeed, quoting parts of

the Swiss 2011 civil society recommendations, he demonstrated that although there is not one single voice among civil society, there is convergence and a unified focus and message which is now regularly being brought to forums such as the GFMD and the HLD. There is also continuity, ownership and organization in this process. Civil society's direct involvement in the October HLD roundtables will still be quite marginal although there is progress as compared to 2006. The Interactive Hearings of 15 July were presented as important steps although limited to only one day. However, in a similar fashion to the way CSOs have taken ownership of the GFMD Civil Society Days since 2011, the process of organizing the Interactive Hearings has been entrusted to a Steering Committee composed of various civil society actors. Thanks to this evolution and engagement, Mr. Bingham explained that civil society now plays an additional role as one of the major actors in linking the different process and initiatives. This undermines the idea that CSOs still have a marginalized role in such dynamics. The goal now is to go forward reasonably, collaboratively in a 5 year process that starts with the preparations for the HLD. Indeed, Mr. Bingham presented the HLD as an opportunity to pull things together and make progress.

Ms. Balamaci also commended the focus on partnership for one of the 2013 HLD roundtables as it would provide an opportunity to discuss also the local level dynamics. She particularly replaced this focus within a more general context, remarking that local authorities and partnerships are increasingly recognized and included in the international development agenda (Rio 2000 summit, 2002 South Africa, 2011 EU Agenda for Change). More progress needs to be done in the field of migration and development but trends related to international development debates are encouraging. Both panelists are convinced that initiatives such as the GFMD or HLD are providing opportunities for negotiating better and more inclusive multi-stakeholder governance. Multi-stakeholder approaches, at any level, are important to develop although Ms. Balamaci noted that more stakeholders should be included, especially from the private sector.

The discussion with the audience revolved around the challenges to coherence inherent in processes where stakeholders focusing on different thematic fields and with different expectations interact. **Mr. Shabari Nair** (SDC) explained how the logic of "silos" between different types of civil society actors had been a poignant feature of the Global Consultation on Population Dynamics. Bridging "silos" between actors working and advocating on different issues had represented a real challenge, which impacted on coherence. According to him, the more general Post-2015 discussions raise similar issues. However, he noted that some countries such as Switzerland are making efforts in the right direction to foster coordination and connection between processes. He considered that as long as we can try to connect the processes and ensure the processes work together, we can achieve some coherence and we do not necessarily need less processes or more consolidation. Mr. Bingham emphasized how joint working groups can bridge such silos between different fields.

- iii. *Do governments develop comprehensive approaches and strategies for all international processes and initiatives they engage in (e.g. based on a single concept paper) or is a case-by-case approach adopted? Can national consultations and participatory processes which include government, civil society and private sector representatives contribute to the development of better coherence, cooperation and partnerships?*

The main contribution to this question was made by the representative from the Swiss government Mr. Reisle. He explained that for government officials, a comprehensive and coherent migration policy means a system of good governance that considers and provides answers to a variety of issues such as integration or reintegration, how to deal with irregular migration, with protection, with labor shortages, and also the whole notion of the diasporas. Despite the inherent difficulties and challenges, the Swiss government has the ambition of creating such a coherent migration policy. It is called the whole-of-government approach and it is based on a “Group of International Migration Cooperation” which includes all the units of the different administrations, with their different mandates and hopefully shared understanding of the issues and agreed approaches such as the concept of ‘migration partnerships’. The goal is to foster improvement in cooperation and linkages between the different units when it makes sense. This inter-departmental cooperation facilitates the integration of the different elements of migration in policy and planning. He also acknowledged that progress still needed to be made in this perspective, as demonstrated by a relatively low level of representation from different branches of the Swiss government at this Joint Reflections conference. **Mr. Pietro Mona (SDC)** also emphasized how fragile the whole-of-government approach for migration still is and put the accent on issues of perceptions, fostered through the media, which pose a problem to coherence. Indeed, the perception of migrants is still a major challenge to a coherent approach to migration. Without some changes in the perception of migrants in the society, the most coherent policies cannot be successful. Mr. Mona thus suggested that ideally a whole-of-government approach should perhaps expand towards a whole-of-system approach, including parliamentarians, civil society, the media and the private sector to improve coherence and trust as well as to limit misunderstandings. Lacking such a “whole-of-system” approach, consultations between various actors have certainly a great value in fostering more coherence and bridging different levels.

Finally, Mr. Reisle recalled that although, the dialogue and shared reflections just started, the Swiss government aims at linking them to concrete cooperation and financing of projects to keep up the trust between the different actors.

Ms. Balamaci underlined the importance of working with consultation processes at the local level. For the coherence of the local development planning, it is important to reach out and establish partnerships with migrant organizations and the multiple actors in the field. In the process different local authorities can also learn from each other’s good and bad practices and carry on the discussion at the domestic, regional, national and even the international level. Indeed, answering a question from the audience related to whether a macro level forum such as the HLD is an appropriate framework to discuss local politics, Mr. Reisle and Ms. Balamaci highlighted the responsibility of governments to listen to local entities and

make sure that they are well informed on the processes. If mechanisms are put in place to reach out to local officials and CSOs so as to learn from their perspectives, such inputs can then be used by government officials and feed into debates and processes such as the HLD. In this context, speaking from the floor, **Ms. Awa N'Diaye** (Espace Afrique International) called for a different approach, by creating an international migration conference for migrants and migrant organizations where they could also exchange best practices. Working to improve consultations seems important especially because, as Ms. Jimenez reminded the audience, civil society is very diverse and this may call for a division of labor among CSOs when working on coherent approaches. Thus, some organizations cannot get too much involved at the international level since these are not professional NGOs and they function with restrained resources. They therefore need some relays to receive and convey information between the levels.

Session 5: Preparations for the GFMD 2014

This final session informed about the GFMD 2014, its objectives and the participation opportunities for all stakeholders, particularly civil society actors. Although there is no GFMD in 2013, Sweden was already actively preparing for the Global Forum to be held in May 2014 in Stockholm. It was determined to realize the common vision for the Forum's future articulated in the GFMD Assessment Report produced in December 2012. In this perspective, the Swedish Chair has suggested the launching of a new phase of the Forum. **Ms. Katharina Clifford** (Permanent Mission of Sweden to the UN Office and other international organizations, Geneva) presented three mutually reinforcing key objectives for this new phase, 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. The Swedish presidency has also specifically recognized the connections between the GFMD and other processes, particularly the follow-up to the UN Population Commission held in spring of 2013 and the upcoming High Level Dialogue on International Migration and Development. It has also proposed to contribute to the preparations for a Post-2015 UN Development Agenda.

Under the Chair of **Prof. Vincent Chetail** (Programme for the Study of Global Migration, Graduate Institute) the participants to this panel discussed the achievements of the Forum since 2006 as well as the objectives, concept and challenges for the GFMD 2014. They also discussed how civil society and other non-state actors will be included in this GFMD process. Finally, participants considered the links and dynamics between the GFMD and other processes (existing or likely to develop).

- i. *What are the main themes to be discussed at the Global Forum in Stockholm?*

In her opening presentation Ms. Clifford recalled that Sweden has had a long-term engagement in the global debate on migration and development and within the European Union, working intensively towards policy coherence. She introduced the substantive priority of this GFMD Chair that was captured in the title "Unlocking the potential of migration for inclusive development", which is based on a careful assessment of the GFMD in the Philippines. This title suggests that 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. The Swedish chairmanship's perspective is centered on how migration policies can feed more into the positive aspects of development.

The GFMD roundtable themes are centered around three different topics: 1) Integrate migration in the global and national development agenda: This session will explore approaches to operationalize the mainstreaming and coherence in migration and development policies. Further, it will focus on framing migration within the Post-2015 UN development Agenda. 2) Inclusive economic development: the aim of this roundtable will be to discuss the impacts of labor migration and circular mobility through a more systematic labor market and skills matching schemes. Moreover, it will aim at investigating how to enhance positive development impacts of diaspora engagement in skills transfer, investments and trade between countries of residence and origin. 3) Migration as an enabler for inclusive social development: This third roundtable will focus on what is needed to empower migrants, such as access to information, legal and social assistance or cooperation with the private sector. It will also aim at shedding light on the migrants' asset transfers and their effects on health and education or on how variables such as gender differentiation or social remittances go along with empowerment of migrants.

- ii. *What is the preparation process and how can non-state actors contribute, especially civil society actors? What will be the provisions for multi-stakeholder interactions during the Forum meeting in May 2014? Will there be a renewed Common Space concept?*

Prof. Marion Panizzon (World Trade Institute, Bern) presented an overview of the evolution of the GFMD and how the implication of the three main stakeholders (states, UN institutions and civil society) has evolved since the beginning of the international process. She put a particular emphasis on the two main junctures in the evolution of civil society's role over the last few years: first, the establishment of the *common space concept*⁷ with the interactive plenary sessions in the GFMD 2010 in Mexico led to a better state-civil society interface; second, a stronger civil society ownership of the process of organizing the Civil Society Days developed since the Swiss 2011 Global Forum, through the work of a civil society Coordinating Office (situated within the International Catholic Migration Commission) and an International Advisory Committee.

Moreover, Prof. Panizzon underlined the importance of the chairs' background report that points the way for the meetings and discussions. She referred to the continuous changes and new questions raised by the on-going assessment of the framework of the GFMD: Should the GFMD be formalized or be maintained as a voluntary forum of discussions? What is the role and importance of the support unit? Will the GFMD start issuing guidelines and recommendations, or are the roundtable discussions sufficient? According to Prof. Panizzon, the Global Forum would gain in further clarifying some of these concepts. A renewed

⁷ GFMD 2012 Common Space Concept and Format: Since its introduction at the GFMD 2010 in Puerto Vallarta, the "Common Space" has become an integral part of the annual GFMD Summit meeting. It comprises three hours of interactive plenary sessions on the first morning of the Government Days, featuring a cross-section of panellists from governments, civil society and international organizations.

(http://www.gfmd.org/documents/mauritius/gfmd12_mauritius12_common_space-concept_and-format_en.pdf.)

common space concept could provide an important entry point to go a step further regarding these concepts.

The panelists and the audience took up the question on potential recommendations from the GFMD. **Mr. Guillermo Reyes** (Permanent Mission of Mexico to the UN Office and other international organizations, Geneva) pointed out that the GFMD is not a normative forum and Ms. Clifford underlined that concept of producing non-binding summaries by the chairs is adequate in that regard. She expressed doubts about the possibility of having real discussions, if they aimed for negotiated recommendations. In her opinion the current system has been successful because it allows going away from polarized discussions. **Mr. Magueye Thiam** (Forum pour l'intégration des Migrantes et des Migrants) was also critical about the feasibility of implementing such recommendations in the light of the controversy of migration issues among policy-makers.

Ms. Clifford contributed to reflections on the multi-stakeholder approach by highlighting the Swedish national experience with civil society involvement. Sweden makes a strong effort to encourage civil society actors to participate in the forthcoming GFMD. For this purpose, the secretariat in Sweden has consulted with more than 70 non-governmental actors to understand how civil society sees the linkages between migration and development. Among others, Caritas Sweden is involved as a focal point to engage migrant and diaspora groups on issues related to migration and development.

From the audience, **Ms. Estrella Lajom**, the head of the GFMD Support Unit confirmed that the support unit is particularly important for the institutional memory and can provide information on earlier and on-going activities. Overall, she welcomed the fact that the GFMD has not shied away from controversial issues, such as human rights of migrants. She emphasized that the GFMD steps forward may be small but that they are positive.

Mr. George Joseph (Caritas Sweden) also endorsed the Swedish inclusive process of civil society engagement. In his presentation, he commended the Swedish transparency and open consultation, a national tradition that goes beyond the framework of the Swedish GFMD chairmanship. Indeed a formal consultation process has existed in Sweden for many years and has gradually improved the awareness and engagement of Swedish civil society. In that perspective, it is very important that the 600,000 migrants that run businesses and create jobs in Sweden are included as actors of development for both their host country and countries of origin. Another important objective is to link the national Swedish process to the global process. Finally, Mr. Joseph expressed the idea that the global civil society needs to come up with new ideas to dialogue with governments but that the very short time available up to the HLD and also during the Swedish GFMD does not allow to fully engage in such a process.

Mr. Thiam shed light on the Swiss civil society perspective on the GFMD. He underlined the importance for the Forum to re-focus development assistance on the fight against the root causes of poverty. He argued that in the current state practice, a lot of the development support is conditioned by the control of migration flows. Moreover, he highlighted the state's facilitator role in including migrants in the design of policies related to migration and development. Their inclusion is particularly essential regarding the similar recurring topics in the different fora. If migrants are involved in the process as stakeholders, the debate is more

likely to be field- and outcome-oriented. Additionally, he specified that the GFMD should build more on earlier discussions and achievements to enable the process to move forward. In this regard, Ms. Estrella Lajom pointed out that a repetition of themes is inevitable since topics are very broad and each year the discussions deepen. It is a cumulative process rather than a repetition. Moreover, in her opinion the stakeholders participating sometimes vary from year to year, so some points need to be repeated in the debates for the sake of inclusion.

Mr. Thiam presented also some critical reflections on how to unlock the migrants' potential for development and the inclusion of civil society in the GFMD process. He identified three main challenges for Swiss civil society's inclusive participation: First, he emphasized the importance of legal grounds for an inclusive approach. Referring to the Swiss example, he explained that only one canton (Vaud) has the theme of migration and development integrated in its constitution. He reminded the audience that migrants need the guarantee of rights to become active and able to develop and contribute with their full potential. The same is true for diaspora organizations, which need a legally anchored support basis in order to be able to transform their potential into development capabilities. Second, the collaboration and responsibilities of the authorities at the national, regional and local levels are often not clear. Therefore, coherence between policies related to migration, development and integration at different levels is pivotal for the civil society to get engaged. However, he explained that the focus should be mainly on integration issues and public funds need to be re-centered to better address issues linked to migration and development. A step in this direction would be an inventory of the authorities' capacities and responsibilities on the federal, cantonal and municipal level to facilitate the migrant organizations' access to public support. As another promising effort, Mr. Thiam highlighted the involvement of the philanthropy sector as a potential new stakeholder to bridge the lack of coordination between civil society and the authorities. Third, he stressed that migrants should be actively involved in these processes and not only be perceived as agents (i.e. remittance producers) but as actors of development. Thus, a mapping of civil society organizations is indispensable in order to foster coordination and the development of synergies among the different civil society actors.

iii. *How will the GFMD connect with and contribute to other processes and initiatives such as the HLD and the discussions over the Post-2015 UN Development Agenda?*

Although this topic did not attract much attention, the panelists shared different reflections on how the GFMD will contribute to the inclusion of migration and development in the HLD and the Post-2015 UN Development Agenda. Ms. Clifford emphasized the GFMD's preparatory contribution to the HLD and Post-2015 to take a stronger focus on the interrelation of migration and development in both fora. As mentioned earlier, the first thematic roundtable of the GFMD will give particular attention to the framing of migration for the Post-2015 UN Development Agenda. However, she showed herself skeptical that migration will find inclusion as a stand-alone goal in the future MDGs.

Mr. Joseph pointed to the challenge of civil society to keep pace with the workload for the upcoming processes. Limited resources, time and finances constrain the framework of action for civil society to transform the outcome of the GFMD in a way that feeds into the reflection of migration and development in the other two fora.

iv. *What is the role of the GFMD in the Global Migration Governance architecture and how does this connect with Development efforts?*

According to Prof. Panizzon the GFMD is a leading initiative defining why migration and development should be treated jointly. Many migrant receiving countries avoid exposing to public scrutiny issues of migration control, irregular migration and border security. Since the GFMD addresses migration and development issues broadly, it encourages going beyond issues of migrants in distress. It aims at reconciling the costs and assets of protecting migrant workers' rights to reach win-win solutions.

Mr. Joseph recalled how different the whole migration and asylum discourse was in the late 1970s, both at the national and international levels. He reminded what a challenge it had been to convince states to accept the obligations to protect refugees and economic migrants. Mr. Joseph is convinced that the GFMD has helped to come away from the state policies that were solely designed to protect nationals. Although, he had originally been critical about the debate being located outside of the UN framework, he is happy today to see how civil society is now included and even owns its side of the process. This has helped strengthen the Forum. The tremendous work that has been done with civil society helped to turn the criticisms into a dialoguing with states.

Ms. Clifford also expressed optimism about the idea that key objectives of the Swedish chairmanship and the GFMD as an institution could contribute to an improvement of global migration governance in general. A more development-focused forum with a larger number of stakeholders would help to mainstream migration into the Post-2015 UN Development Agenda. Generally, states should include more development participants to achieve a more active and geographically balanced debate. This would allow for a more dynamic migration forum, where the involvement and ownership of states is strengthened. Therefore, the Swedish GFMD chair suggested a 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 a strengthened Platform for Partnerships (PfP). In order to achieve more evidence based and broadly relevant outcomes, the Swedish government also proposed to set up a GFMD Expert Network to facilitate government engagement and participation in the Government Teams. The GFMD Online Discussions and a GFMD Policy and Practice Database would contribute to a more evidence-based and global migration management. Finally, Ms. Clifford emphasized that the durability approach of the 2014 GFMD should be integrated in an international migration governance approach. More stable funding, strengthened dialogues between civil society and the private sector and a multi-annual work plan that makes sure that the discussions feed into each other are cornerstones for a durable approach. In conclusion, the GFMD has a lot to contribute to the Global Migration Governance architecture.

Replying to a question from Prof. Chetail, on the Swedish government's position regarding a potential institutionalization of the GFMD, Ms. Clifford acknowledged the importance of assessing the broader architecture of migration and development. Therefore, a reevaluation of the GFMD role may be useful to strengthen the management of migration but the Swedish government has not adopted any official position on an institutionalization of the GFMD. However, Sweden values the GFMD and is in favor of making its structures evolve. In this

regard, from the audience, Mr. Guillermo Reyes pointed to the recommendations of the assessment team to strengthen the sustainability of the forum and its impact on the migration and development agenda. Hence, in his opinion there is no need to create a new organization or structures.

- v. *What is the role of international organizations in this Forum and more generally in other international processes such as the HLD and the discussions on the Post-2015 UN Development Agenda? What is the role (present and future) of the Global Migration Group (GMG)?*

The question on the role of the international Organizations and the GMG has not been extensively addressed by the panelists. However, Prof. Panizzon presented the Global Migration Group and the GFMD as complementary institutions. The GFMD is a more inclusive forum, since it gathers international organizations together with states and civil society for discussion. Ms. Estrella Lajom even described the GMG as an active part in the GFMD since all its 16 agencies are observers and participate in the discussion.

Special Session: Keynote Address on the Global Thematic Consultation on Population Dynamics in the context of the Post-2015 UN Development Agenda

The Keynote Address was given by **His Excellency Mr. Md. Abdul Hannan**, Ambassador Extraordinary and Plenipotentiary, Permanent Representative of the Permanent Mission of the People's Republic of Bangladesh to the United Nations Office and other international organizations in Geneva.

The United Nations Development Group is leading efforts to catalyze a “global conversation” on the Post-2015 UN Development Agenda through a series of eleven global thematic consultations, one of which relates to Population Dynamics. It sought to provide an authoritative position on how population dynamics affect development challenges and a broad-based consensus on how population dynamics are best addressed in the Post-2015 UN Development Agenda. Led by the governments of Switzerland and of Bangladesh and co-convened by international agencies⁸, the consultation led to the Dhaka Declaration of 12-13 March 2013, which was presented in April during the Forty-sixth Session of the Commission on Population and Development. His Excellency Mr. Md. Abdul Hannan came back on this process and presented the next steps in the collaboration:

In June 2012, in Rio, the UN member states decided to launch a set of sustainable development goals which would build on the MDGs and address the Post-2015 UN Development Agenda. The aim was to promote inclusive and holistic growth, taking into account the social, economic and environmental dimensions of development. The United Nations Development Group has taken up the task of conducting a global consultation to crystallize the essentials for the Post-2015 UN Development Agenda, around 11 thematic topics, *Population Dynamics* being one of these.

⁸ Such as UNFPA, UN DESA, UN Habitat and IOM in collaboration with UNDP, UN Women, UNAIDS, OHCHR, ILO, FAO and WFP. Civil society organizations were also consulted in the process.

The importance of population dynamics for development was emphasized in the Luxembourg declaration formulated by the Global Science Panel in 2011, the Global Agenda of the World Economic Forum in 2012, the outcome document of the UN Conference on Sustainable Development and others.

The Rio+20 outcome document “The Future We Want” provides some guidelines to define sustainable development goals, which include:

- Each goal needs to take into account the 3 dimensions of sustainability (economic, social and environmental);
- SDGs should be limited in number and universally applicable to all countries;
- SDGs must be action-oriented, inspirational and easy to communicate;
- The SDG agenda must be consistent with international law, boost commitments and must respect national policy ownership;
- All SDGs must be accessible by measurable targets and indicators.

There are 4 plans identified as the threshold for consultation on *Population Dynamics*:

- Population aging and population decline;
- High population growth;
- Internal and international migration;
- Urbanization.

It will be very important to look at the impacts of those thresholds.

Bangladesh joined hands with Switzerland in organizing this important consultation for the Post-2015 UN Development Agenda. One of the motivations for such an undertaking was the realization that the world missed out on some of the critical aspects of the Millennium Development Goals in 2000. When UN members engaged in the MDGs, at the national level it was realized that fundamental issues like climate change, agriculture, inequalities, water and mobility did not get adequate exposure. The crises of the last decade, such as the food, financial and energy crises are proof of this neglect. For Bangladesh the Post-2015 UN Development Agenda is important to tackle those calamities. Immediately after 2000, Bangladesh started national reflections and organized ministerial high level consultations in this regard. In a bottom up fashion, the process aims at gathering expectations from the people and transferring these to ‘higher’ levels.

Different experiences have been registered concerning the implementation of the goals. For Bangladesh, the experience has led to comparatively successful outcomes especially considering the reduced resources at hand. The particularity of Bangladesh was that it owned the process and incorporated the goals and targets in the national planning process. This helped to perform better in the MDG score chart. Important in securing such accomplishments were the leadership and commitments of institutions and partnerships with others, many were from the grassroots level. It relied on flexibility and contextualization from the perspective of governmental and non-governmental structures and institutions.

It is important that the global process carefully addresses different clusters of different countries for the new development goals. Bangladesh has recognized social progress. For each cluster and goal we need to reconsider whether it is feasible and possible to have

quantifiable measurements and targets. Often they get compromised during the process. We need to build on the responsibility of developed countries, but not only to make resources available. It is much more important to make choices, to share information, knowledge and make technology available in addressing the critical development challenges. We will face issues like climate change, urbanization or irregular migration, which will make the challenges of migration and development even more complex.

Conclusion(s)

The final wrap up session provided room for the participants and the audience to gather and present concluding remarks and impressions on the two day conference. In the name of the Graduate Institute, **Prof. Vincent Chetail** (Programme for the Study of Global Migration, Graduate Institute) paid tribute to the interesting, substantial and sometimes challenging but respectful interactions and presentations of different perspectives on migration and development. He emphasized the importance of the multifaceted views and exchanges. Moreover, he underlined the exemplary and exceptional character of such an open interaction on conflictive issues such as the migration sphere encompasses. The positive aspects and potentials of migration have to be kept in mind.

As a representative of Swiss civil society, **Mr. Pascal Fendrich** (Helvetas) expressed his appreciation about the richness of discussions over the two day-conference. He emphasized that this event was just one step for civil society in the process of getting involved in consultations and discussions on migration and development. In his own experience, the conference allowed him to learn much about a variety of perspectives related to the work of Swiss and international actors, which opened up new possibilities to tackle the issues. An important contribution of the Joint Reflections Conference was to provide the opportunity to distance ourselves from the matter and reflect on our own positions in working on migration and development. New potentials for complementarity and cooperation with other actors became visible.

Moreover, Mr. Fendrich emphasized that this conference had been an important step and learning process for the core group of Swiss civil society organizations. Their involvement in linking the roundtables of the conference to their field reality enhanced their participation, but they also realized that there are still numerous civil society actors on the Swiss scene that need to be involved. There is not one Swiss civil society, and the diversity of voices needs to be recognized. However, a lack of financial and personal resources, time and geographic mobility provides a central obstacle to the participation of many crucial civil society actors. In this regard, he expressed his gratitude to the Swiss government and the Graduate Institute who supported and coordinated civil society's efforts. Moreover, he expressed hope that the process of consultation with civil society would be sustained, strengthened and expanded in the future.

Finally, Pascal Fendrich recalled how important it is to see migration included into the future MDGs. This will have a direct influence for the daily work of civil society organizations in the field. Despite potential weaknesses of the MDGs, these are pivotal engines and structuring elements for international actions and common understanding of migration and

development. In his view this would allow to put some flesh on the bones of the concept of mainstreaming migration into development.

On behalf of the Swiss government, **Mr. Markus Reisle** (SDC) expressed satisfactions about a conference that allowed diverse voices from civil society to be heard, with the hope that it could help in promoting a unified message. He acknowledged the difficulties for a government to get in touch with the numerous civil society organizations but confirmed the engagement of the SDC to continuing this process of communication and collaboration. In this perspective, Mr. Reisle reflected on the absence of other segments of the Swiss government, which should also be interested and included in these processes. However, he showed optimism about the future and potential improvements in all aspects of the dynamics. In Switzerland's opinion the HLD is an ideal way to integrate migration issues in the UN system and foster exchange within an atmosphere of trust. Cross fertilization and trust-building events such as the 2013 Joint Reflections Conference have a great value to collect diversified voices. It is important because the more voices the Swiss government can gather, the stronger its position can be at the international level. For this sake, the Swiss government will continue to engage and support this type of events and multi-stakeholder exchanges.

Finally, **Ambassador Abdul Hannan of Bangladesh** commended the learning effect of such meetings, not only for civil society but equally for government officials. He highlighted the various mechanisms that his country put in place to engage with civil society on a phenomenon (migration) that is relatively new for Bangladesh. In his opinion, civil society has a major role to play in keeping up with current developments. In addition, he agreed that a strong role can be played by the MDGs as eye-openers for adequate policy making. He referred to the success story of Bangladesh in adjusting their policies towards the MDGs and achieving major outcomes in the successful reduction of poverty, the gender gap and improvements in food and energy production. Through their remittances, migrants contributed tremendously to the achievement of these goals. Therefore, in his concluding words, Amb. Hannan promoted a right based approach that allows stepping forward in joints efforts with civil society. Together they should assume responsibility for anchoring migration and development in the national and international policy agenda.

“Joint Reflections on Migration and Development” Program

30-31 May 2013 - Graduate Institute of International and Development Studies, Geneva

Thursday 30 May 2013:

Introduction (09h00 – 10h30)

- Prof. Vincent Chetail (PSGM, Graduate Institute, Geneva): Welcoming remarks and Presentation from the Graduate Institute
- Dr. Jérôme Elie (PSGM, Graduate Institute, Geneva): Presentation on the conference concept, guiding questions and modalities
- Beata Godenzi (Swiss Agency for Development and Cooperation – SDC): Introduction

Q&A Session.

10h30 – 10h45: Coffee break

Session 1: Development through Empowerment of Migrants and Diaspora (10h45 – 12h45)

Given the multifaceted nature of this theme and its essential relevance to civil society actors, the organizers have opted for a format with two parallel panels:

Sub-Panel 1a: Empowerment of Migrants through Diaspora Initiatives

- Chair: Christiane Kuptsch (International Migration Branch, International Labour Organization)
- General presentation on the topic: Peter Schatzer (International Organization for Migration)
- Perspective from a government: Bahija Jamal (Ministère des marocains résidents à l'étranger)
- Perspective from Swiss civil society: Jules Bagalwa (Plateforme Migration et Développement de la Fédération genevoise de coopération; Haute Ecole de Travail Social, Geneva)
- Perspective from international civil society: Gibril Faal (GK Partners)

Sub-Panel 1b: Combat Exploitation, Discrimination and Xenophobia and Promote Social and Economic Integration in the Host Country

- Chair: Prof. Etienne Piguet (Université de Neuchâtel)
- General presentation on the topic: Prof. Claudio Bolzman (Haute Ecole de Travail Social, Geneva)
- Perspective from a government: André Castella (Délégué à l'intégration, Geneva Canton)
- 1st Perspective from Swiss civil society: Isabel Obadiaru (Association pour la Promotion des Droits Humains)
- 2nd Perspective from Swiss civil society: Rolf Widmer (Fondation Suisse du Service Social International)

12h45 – 14h45: Lunch break

Session 2: Migration and the Post-2015 Development Framework (14h45 – 16h45)

- Chair: Dr. Khalid Koser (Geneva Center for Security Policy)
- General presentation on the topic: Dilip Ratha (The World Bank, KNOMAD) (through Skype)
- Perspective from a government: Shabari Nair (Swiss Agency for Development and Cooperation)
- Perspective from Swiss civil society: Marianne Hochuli (Caritas Schweiz)
- Perspective from international civil society: Ignacio Packer (Terre des Hommes)

Friday 31 May 2013:

Session 3: Measures to Ensure the Respect for and Protection of the Human Rights of All Migrants

(09h00 – 11h00)

- Chair: Pia Oberoi (Office of the High Commissioner for Human Rights)
- General presentation on the topic: Patrick Taran (Global Migration Policy Associates)
- Perspective from a government: H.E. Mr. Juan José Gómez Camacho (Ambassador Extraordinary and Plenipotentiary, Permanent Representative; Permanent Mission of Mexico to the United Nations Office and other international organizations in Geneva)
- Perspective from Swiss civil society: Sophie Balbo (Terre des Hommes)
- Perspective from international civil society: Colin Rajah (Migrants Rights International; Global Coalition on Migration)

11h00 – 11h15: Coffee break

Session 4: Partnership, Cooperation and Coherence (11h15 – 13h15)

- Chair: Gervais Appave (International Organization for Migration)
- General presentation on the topic: Aida Balamaci (Joint Migration and Development Initiative)
- Perspective from a government: Markus Reisle (Swiss Agency for Development and Cooperation)
- Perspective from Swiss civil society: Cecilia Jimenez (Geneva Forum for Philippine Concerns)
- Perspective from international civil society: John Bingham (International Catholic Migration Commission; GFMD and HLD Coordination Office)

13h15 – 14h45: Lunch break

Session 5: Preparations for the GFMD 2014 (14h45 – 16h45)

- Chair: Prof. Vincent Chetail (PSGM, Graduate Institute, Geneva)
- General presentation on the topic: Prof. Marion Panizzon (World Trade Institute, Bern)
- Perspective from a government: Katarina Clifford (Permanent Mission of Sweden to the United Nations Office and other international organizations in Geneva)
- Perspective from Swiss civil society: Magueye Thiam (Forum pour l'intégration des Migrants et des Migrants - FIMM Suisse)
- Perspective from international civil society: George Joseph (Caritas Sweden)

16h45 – 17h00: Coffee break

Keynote Address on the Global Thematic Consultation on Population Dynamics in the Context of the Post-2015 UN Development Agenda (17h00 – 17h30)

- H.E. Mr. Md. Abdul Hannan (Ambassador Extraordinary and Plenipotentiary, Permanent Representative; Permanent Mission of the People's Republic of Bangladesh to the United Nations Office and other international organizations in Geneva)

Conclusion(s) (17h30 – 18h00)

- Prof. Vincent Chetail (PSGM, Graduate Institute, Geneva)
- Pascal Fendrich (Helvetas)
- Markus Reisle (Swiss Agency for Development and Cooperation)

Programme for the Study of Global Migration

Graduate Institute of International and Development Studies
Rue de Lausanne 132, P.O. Box 136, 1211 Geneva 21 Switzerland

globalmigration@graduateinstitute.ch

Tel.: +41 22 908 62 56 - Fax: +41 22 908 45 94

<http://graduateinstitute.ch/globalmigration>