

## Concept Paper

28 February 2017

### Global Forum on Migration and Development – Germany & Morocco 2017-2018

#### I. Introduction

Public attention is currently focused on the 65 million refugees and internally displaced persons; less consideration is being given to the additional 180 million or so migrants in search of new economic, educational, and social opportunities. However, migrants are a significant factor for the global economy and for development. The money transfers from migrants to their countries of origin alone amount to more than three times as much as the official development cooperation funds of all countries put together. Overall, migration helps boost economic and social exchange among people from various regional, social and cultural backgrounds and thus encourages the formation of the new global partnership set down in the Agenda 2030.

Models of consensus could advance a global regulatory framework for migration issues, based not on the law of the strongest, but on the quest for a fair balance of interests for all stakeholders. In this way, national and international efforts would create the framework conditions to ensure a triple win situation – for the countries of origin and destination as well as for the migrants and their families. New framework conditions of this kind could, at national level, consist of improved policies. International partnerships can also lay the foundations for bilateral or regional migration partnerships with elements including the development of decent employment opportunities in countries of origin. However, they can also serve to integrate migrants in the host countries and reintegrate returning migrants in their countries of origin. Stakeholders from the private sector and other areas of society can help achieve the triple win goal.

Germany and Morocco are privileged to assume the Co-Chairmanship of the GFMD at a time when the implementation of migration-related goals of the 2030 Agenda for Sustainable Development enters a crucial phase. The Co-Chairs aim at contributing to the review and follow-up of the 2030 Agenda by making recommendations on the interlinkages between the migration-related SDGs and their various targets and indicators whilst mainstreaming a gender perspective, thus providing input to the international migration and development agenda.

Consistent with the New York Declaration for Refugees and Migrants, the GFMD will contribute towards global dialogue and collaboration and to the intergovernmental negotiations on the global compact for safe, orderly and regular migration, through the coordination of the Special Representative of the Secretary General (SRSG) for International Migration. The Co-Chairs hope to contribute to the ongoing work within the UN on a global migration governance project, specifically the work on the global compact for safe, regular and orderly migration following high-level meeting of the UN General Assembly on addressing large movements of refugees and migrants on 19 September 2016. The compact is expected to be approved in an intergovernmental conference in 2018 at the latest. The interactions between GFMD and the UN will be maintained through regular consultations by the GFMD Co-Chairs with the UN Secretary-General, the SRSG, and other relevant UN bodies.

Thus, the Co-Chairs intend to add the accumulated expertise gathered within the GFMD framework to the relevant global compact international consultative processes.

The German-Moroccan Co-Chairmanship presents an opportunity for a cooperative approach and will consolidate Germany's leading role with regard to global migration issues with Morocco, which is affected by migration in three respects as a country of destination, transit and origin. In forming a Co-Chairmanship, Germany and Morocco intend to send a strong signal for bridging the Mediterranean Sea, for linking Africa and Europe in a time when migration issues are on top of the political agenda in large parts of the world. Germany as well as Morocco have long standing experience with all facets of migration and a successful bilateral migration partnership. They aim to offer their respective as well as cumulative expertise during the course of their Co-Chairmanship.

With this in mind, the Co-Chairmanship will build on the central themes of the Swedish, Turkish and Bangladeshi GFMD Chairmanships, as well as set new priorities. In recent years the GFMD has discussed various aspects of the benefits of migration for development policy. As the GFMD is not a decision-making body, it offers a framework in which to discuss even controversial issues without inhibition and more openly than in more formal contexts. The Co-Chairs are keen to promote more interactive discussion in outcome-oriented formats with greater civil society as well as business participation and, thus, to generate more concrete results. In coherence with the multiannual work plan and in continuation of the Bangladeshi Chairmanship, the Co-Chairs propose to further consolidate the Forum, to enhance its impact on the global migration and development agenda, and to ensure its sustainability through creating policy recommendations, which not only integrate a gendered perspective but also recognize the specific needs and vulnerabilities of all migrants.

It is the understanding of the Co-Chairs that this concept paper will prepare the 2017 Berlin Summit and will be the basis of the concept paper preparing the Summit to be held in Morocco in 2018.

## II. **Tenth Global Forum on Migration and Development – Germany 2017** **Overarching Theme: “Towards a Global Social Contract on Migration and Development”**

The overarching theme “Towards a Global Social Contract on Migration and Development” reflects different governance levels, addressing local, national, international as well as cooperative strategies and aims at developing an understanding through inclusion of all stakeholders in order to reach a mutual understanding of how best the international community can advance international migration issues and leverage the positive linkages between migration and development. Roundtable discussions will be framed with regard to the migration-related Sustainable Development Goals and the forthcoming Global Compact on Migration, especially mainstreaming theme A. a. “Human rights of all migrants, social inclusion, cohesion, and all forms of discrimination, including racism, xenophobia and intolerance” of its modalities resolution final draft. The presentation of the themes in the UN General Assembly’s resolution on the modalities for the intergovernmental negotiations on the Compact will guide the discussions in the roundtables in order to contribute at its best to the development of this Compact. Debate will be structured around the following three sub-themes each systematically mainstreaming human rights and a gender perspective and will be spread over six roundtables:

- Migration and Development through National Strategies: Enhancing the Effectiveness of Domestic Policies

*Roundtable 1.1: Tools and Safeguards for Policy Coherence – Finding the right policy mix to balance different interests and objectives*

*Roundtable 1.2: From Global Agenda to Implementation – National Action Plans for migration-related Sustainable Development Goals (SDGs)*

- Migration and Development through Multilateral and Bilateral Partnerships: Creating Perspectives for Inclusive Development

*Roundtable 2.1: Moving beyond emergencies – Creating development solutions to the mutual benefit of host and origin communities and displaced persons*

*Roundtable 2.2: Fostering the development impact of returning migrants*

- Migration and Development: Finding strategies beyond the State

*Roundtable 3.1: Raising the Global Talent Pool – Harnessing the Potential of the Private Sector for Global Skills Partnerships*

*Roundtable 3.2: Strengthening Cooperation – Enabling Civil Society Contributions in Migrant and Refugee Integration*

A Common Space and a Business Mechanism during the Forum meeting will provide for dialogue among civil society, business actors and government representatives. The different stakeholders’ interaction and collaboration is of supreme importance to the Co-Chairs. The GFMD Co-Chairs will seek to reflect the outcomes of the 2017 GFMD Summit meeting in a Chairmen’s statement.

## 1. Migration and Development through National Strategies: Enhancing the Effectiveness of Domestic Policies

### Roundtable 1.1: Tools and Safeguards for Policy Coherence – Finding the right policy mix to balance different interests and objectives

#### Expected outcome

*The goal of this roundtable is to address, in coherence with theme A.c. “International cooperation and governance of migration in all its dimensions, including at borders, on transit, entry, return, readmission, integration and reintegration” of the Final draft of the modalities resolution of the global compact for safe, orderly and regular migration, possibilities to combine different tools in a multiple stakeholder approach in order to shape adequate legal migration framework conditions on national and international levels.*

There is growing consensus that a lack of coherence can have major negative repercussions and unintended consequences on migration flows and patterns, and for the development potential of migration. Thus, questions abound about how to appropriately bring together relevant policy fields and form a holistic approach both on the national and international level. Each of the subnational, national, supranational, and international actors involved have different tools at their disposal for shaping migration governance, e.g. mobility partnerships and future migration partnerships of the EU. Still, it remains unclear how the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants on various governance levels could be advanced and strengthened.

On the international level, the biggest challenges to create adequate legal framework conditions are current deficiencies of compliance with relevant conventions and agreements, i.e. vertical coherence. On the national level, government approaches play an important role in preventing coherent policy responses. This can lead to domestic and social insecurities, negative perceptions of migration, losses in economic and social potential and dangerous migration routes. Finally, cities have a key role in developing migration responses that are effective, context-specific and address the specific needs and opportunities. A multiple stakeholder approach is indispensable to bring together the different levels of policy domains relevant for migration and development within a government. This approach is based on a common understanding of the challenges, as well as short, medium and long-term visions and policy solutions, and should include formal and informal mechanisms of coordination, i.e. horizontal coherence.

The aim is not only to strengthen the conceptual basis of what often is referred to as policy coherence, but also to take stock of and evaluate existing policy tools, instruments and institutional arrangements in and between various countries.

#### Guiding questions

- What are the interests of the various actors and how can they be balanced?
- What positive examples and experiences of coherent migration governance on a regional, national and international level as well as existing migration instruments have proven to be models for best practice? Could these be adopted on different policy levels or in different world regions?
- What are some of the tools that facilitate the policy coherence and coordination mechanisms that central, local and regional authorities need in order to manage diversity for social cohesion and sustainable urban development?
- Which elements are conceivable for an ideal management of migrant and refugee flows and how significant are international standards in these considerations? How could the cooperation between origin and destination states be shaped to contribute to a coherent migration strategy in foreign policies?
- What research or policy proposals are underway to develop new migration policies and approaches?

## **Roundtable 1.2: From Global Agenda to Implementation – National Action Plans for migration-related Sustainable Development Goals (SDGs)**

### Expected outcome

*This roundtable takes a closer look at the ongoing efforts and best practices regarding the implementation and monitoring of migration-related SDGs at national, regional and international level. It shall further reach a common understanding of the inclusion of migration-related SDGs in the development of the Global Compact on Migration, as outlined by themes B.d. “Contributions of migrants and diasporas to all dimensions of sustainable development, including remittances and portability of earned benefits”, A.b. “Irregular migration and regular pathways, including decent work, labour mobility, recognition of skills and qualifications, and other relevant measures” and C.f “Smuggling of migrants, trafficking in persons and contemporary forms of slavery, including appropriate identification, protection and assistance to migrants and trafficking victims” of the Final draft of the modalities resolution of the global compact for safe, orderly and regular migration.*

With the adoption of the 2030 Agenda for Sustainable Development, migration has been, for the first time, included in the global development framework. Overall, seven SDGs can be considered as particularly migration-relevant.

- Target 10.7 is specifically dedicated to migration and calls for the facilitation of “orderly, safe, regular and responsible migration, including through the implementation of planned and well-managed migration policies”
- Target 10c calls for a reduction of remittances costs
- Target 3.c on health personnel calls for a better retention of work force in developing countries
- Target 4.b calls for an expansion of the number of scholarships available for young people from developing countries
- Target 8.8 protects labour rights and promotes safe and secure working environments of all workers, including migrant workers, particularly women, and those in precarious employment
- Target 16.9 calls for legal identity, in particular birth registration, for all
- Finally, target 17.18 calls for better data disaggregated by migratory status

Additionally, targets 5.2, 8.7 and 16.2 address various aspects of human trafficking, in particular trafficking of women and children. The review will take place at regional, national and global levels as well as thematically with regard to ecological, social and economic drivers for migration. The High Level Political Forum (HLPF) will play a central role in overseeing the follow-up and review process at the global level through annual meetings under the auspices of the Economic and Social Council (ECOSOC) and quadrennial under the auspices of the General Assembly. Thematic reviews will be delivered under ECOSOC. The measurement of indicators will be led by the UN Statistical Commission which also implies the identification of indicators, methodologies and responsible agencies. The implementation of the migration-related SDGs allows for a renewed national understanding of migration as a positive factor of development and facilitates the process of developing coherent migration policies at national and regional level.

### Guiding Questions

- Given the already ongoing SDG implementation processes, what are best practices of GFMD member states? Which good practices of efficient and effective inter-ministerial and central-local government coordination mechanisms regarding the implementation of the SDGs can be shared?
- Which specific actions have they taken at the national level to achieve targets 10.7, 10.c, 3.c, 4.b, 8.8, 16.9 and 17.18 and which of these addressed in the framework of migration partnerships (North-South / South-South) could be replicated? Which overall actions have been taken to mainstream migration policies and to protect especially vulnerable migrant groups particularly women and girls?
- Which recommendations can be made to the HLPF on the implementation of migration-related SDGs?
- How can the implementation of policies facilitating “orderly, safe, regular and responsible migration”, including planned and well-managed migration, be monitored and measured?

## **2. Migration and Development through Multilateral and Bilateral Partnerships: Creating Perspectives for Inclusive Development**

### **Roundtable 2.1: Moving beyond emergencies – Creating development solutions to the mutual benefit of host and origin communities and displaced persons**

#### Expected outcome

*The outcome of this session's roundtable shall be the exchange of best practices regarding the displaced persons' entrepreneurship, self-organization and self-reliance as well as their potential and initiative to make positive contributions to the host society and how said societies can adapt their integration and inclusion policies accordingly, thus, giving specific actionable recommendations to theme B.e. "Addressing drivers of migration, including adverse effects of climate change, natural disasters and human-made crises, through protection and assistance, sustainable development, poverty eradication, conflict prevention and resolution" of the Final draft of the modalities resolution of the global compact for safe, orderly and regular migration.*

Instances of large-scale displacement typically constitute emergencies that fall within the remit of humanitarian actors. At the same time, displacement is turning into an increasingly long-term phenomenon, with protracted refugee and internal displacement situations accounting for an ever larger share of the overall number of displaced persons. This leads to significant challenges both for the individuals affected, and for host communities who may experience negative developmental impacts.

Linking in with the conclusions of the World Humanitarian Summit, this roundtable is dedicated to exploring ways of addressing these challenges through developmental strategies. First, there is the question whether certain types of displacement can be prevented or reduced through measures such as disaster risk reduction, climate change adaptation, development interventions, conflict resolution and peace-building etc. This Roundtable will give attention to effective practices in preventing and reducing displacement across various displacement situations and contexts (conflict, violence, disasters etc.). If displacement cannot be prevented, avoiding the long-term "warehousing" of individuals in large camps with little opportunities for work or self-reliance it is of paramount importance. Creating development solutions to situations of displacement requires a step beyond the three ideal-type durable solutions (local integration, resettlement or return) pursued by UNHCR as well as the Platform on Disaster Displacement and opens up questions with regard to the access to host countries' labour markets, legal migration channels and the conditions necessary for self-reliance as promoted by the ILO's Guiding Principles on Access of refugees and other forcibly displaced persons to the labour market.

Addressing the specific needs and vulnerabilities of all displaced persons has to go hand in hand with support for host communities. Ideally, development cooperation works to the mutual benefit of the displaced and host communities, e.g. by scaling up health and education services or by improving communal infrastructure. The roundtable will discuss best practices in each of these fields, with a particular focus on international partnerships, e.g. in the form of regional peer-to-peer learning schemes at the municipal level.

#### Guiding questions

- How can developmental actors contribute to disaster risk reduction and crisis prevention, and how can they build resilience, adaptation strategies or alternatives to forced displacement in the case of slow-onset disasters like desertification or environmental degradation linked to the adverse effects of climate change?
- How can local authorities and host societies be supported in order to provide basic public services such as health, education and infrastructure? What are the conditions necessary for displaced persons' de facto integration and inclusion in the labour market?
- How can development actors foster displaced persons' entrepreneurship, self-organization and self-reliance as well as their potential and initiative to make positive contributions to the host society?

## **Roundtable 2.2: Fostering the development impact of returning migrants**

### Expected outcome

*The objective of this roundtable is to have a clearer understanding of the multifaceted role of return migration within the migration cycle and a coherent use of policy tools for its potential development impact on the countries of origin and destination as well as for the migrants, in coherence with theme A.c. “International cooperation and governance of migration in all its dimensions, including at borders, on transit, entry, return, readmission, integration and reintegration” of the Final draft of the modalities resolution of the global compact for safe, orderly and regular migration”.*

As the number of international migrants has increased globally, so has the number of potential returning migrants. While return can simply be defined as the situation where a migrant goes back to his or her home country after having lived in another country for some time, return migration takes into account the complexity of the individual context before and after the act of return, and brushes over the different return situations: voluntary or forced return, secondary or repeated migration, temporary or permanent return, individual or collective return, return of vulnerable persons, etc.

Return migration can imply a gain of skilled individuals for the (re-)receiving societies, as well as it can imply many challenges for returning migrants such as the lack of decent employment and education opportunities or societal discrimination. Individual factors for successful reintegration are inherent in their personal situation, e.g. voluntariness of their return, personal networks, levels of education and motivation, chances of successful labour market integration.

Returning migrants and diaspora communities have the potential of being agents for development in the receiving state as well as their countries of origin. As many migrants are skilled and ambitious, receiving societies have a vital interest in supporting them as intermediaries between societies. To foster their development impact, it is crucial to create a perspective for building a future and using the skills acquired, since the real challenges start after return. Structural factors in the countries of residence and return support successful (re-)integration, e.g. coherent immigration / emigration policies, readmission agreements, access to labour market and education, openness of society to accept migrants, support to and by migrant organisations.

### Guiding questions

- Which challenges do different groups of returning migrants face? How can migration policy address return migrants pre-departure as well as post-departure with regard to their specific situation in order to support an equal treatment?
- To what extent do existing return programmes impact development positively? How can countries of origin and destination set up joint and efficient reintegration policies fostering the development potential of migrants, including reintegration into the labour market, and what is the role of international organizations in this set-up?
- What are innovative examples of a framework of genuine partnership between host and origin countries? How can international partnerships (e.g.: the mobility partnership or the EU migration partnerships) enhance the development contribution of return migrants?
- How can employers, the private sector and other relevant stakeholders, such as trade unions and NGOs, contribute to the process of reintegration?
- How can development cooperation support reintegration, without favouring returning migrants over receiving communities?

### 3. Migration and Development: Finding strategies beyond the State

#### Roundtable 3.1: Raising the Global Talent Pool – Harnessing the Potential of the Private Sector for Global Skills Partnerships

##### Expected outcome

*The expected outcome of this roundtable is to share positive examples and experiences of skill creation and mobility as well as identifying aspects of these initiatives that may be suitable for possible designs of global skill partnerships in order to contribute actionable recommendations to theme A.b. “Irregular migration and regular pathways, including decent work, labour mobility, recognition of skills and qualifications, and other relevant measures” of the Final draft of the modalities resolution of the global compact for safe, orderly and regular migration.*

Global Skill Partnerships bear the potential to tackle skills shortages in both destination countries and countries of origin while offering at the same time legal pathways for migration. This could play a significant role in raising the global talent pool through bilateral public-private projects linking skill creation and skill mobility in a mutually beneficial and equitable way, based on pre-migration initiatives. Legal and political frameworks need to both protect workers and ensure that employers maintain a return on investment.

Various attempts to build up skill mobility can already be found in Germany, Japan, Australia and other countries. The early involvement of future employers and labour associations in destination countries is of utmost importance, offering these stakeholders the opportunity to build trust through their contribution in shaping these partnerships according to their specific needs.

The general feasibility of Global Skill Partnerships is to be explored by taking a thorough look at the basic pre-requisites and key hurdles for these partnerships to function such as clearly-defined and corresponding skill requirements, providing training opportunities, recognition of credentials and country-entry processes. In the centre of attention is, however, the possible contribution of employers and labour associations to make this idea an element of future transnational HR strategies to the benefit of all actors involved.

##### Guiding questions

- How can the need for expectation management regarding migrants, future employers, and origin and destination countries’ governments be addressed? How can political impediments to facilitating economic migration procedures be addressed?
- Which options are conceivable to create and ensure financing mechanisms to build up skills in countries of origin and destination? How can the private sector be motivated to engage more strongly in cross-country skill partnerships? How can contingency plans be implemented, providing for the case that potential migrants complete paid-for training, but an emergency prevents them from leaving their home country?
- How can secure job prospects, regulations for accompanying families and the possibility of transfer of pensions and other social security benefits in case of return be taken into account?
- What local, international, and bilateral institutions, policies and laws are needed to facilitate Global Skill Partnerships?
- How can states create incentives for local enterprises to hire migrants?



## **Roundtable 3.2: Strengthening Cooperation – Enabling Civil Society Contributions in Migrant and Refugee Assistance and Integration**

### Expected outcome

*The goal of this roundtable is to explore the legislative frameworks and government interventions for integrating immigrants and refugees, fostering welcoming societies, and enabling civil society contributions. The overall objective is to favour the exchange on best-practice examples, to encourage transnational projects and to foster analysis and information gathering thereby contributing to find comprehensive solutions for migrant integration as well as to provide solutions and approaches that could be adapted or incorporated by states and civil society actors toward the integration of immigrants and refugees, and make a practical contribution to the development of the Global Compact on Migration, in working toward contributions of theme A. a. “Human rights of all migrants, social inclusion, cohesion, and all forms of discrimination, including racism, xenophobia and intolerance” of its modalities resolution final draft.*

States can promote integration in various ways by providing a comprehensive framework of measures in view of the specific needs of migrants. However, this task involves the entire society. Multiple actors of society such as volunteers, religious communities, associations, trade unions and enterprises participate in this process. Although civic engagement is supposed to be additional to public services, non-state actors have important practical knowledge and experience on the local level.

In addition, migrants and people with an immigrant background have specific potentials for contributing to the integration process. The aim is to identify possibilities to support civic engagement of migrants thereby fostering their resilience and capacities to become active participants in the host country as well as in the development in their country of origin.

Building intercultural and interfaith understanding can also contribute to mutual understanding, support social cohesion by strengthening a sense of belonging, and in turn promote full participation in society and the economy. The efforts of diaspora communities to support immigrants in this integration process need to be fostered.

### Guiding questions

- How can states encourage integration of migrants by the host civil society through reception activities, the provision of basic necessities, civic education and language training? Which framework conditions need to be provided by the state that cannot otherwise be provided by the private sector or civil society?
- How can states enhance and coordinate the professionalization and institutionalization of civil society involvement with state actors in this field?
- How can the knowledge of migrants and people with an immigrant background, e.g. migrant organizations and especially volunteers, be harnessed to contribute to development of national policy strategies?
- How can their specific potentials contribute in strengthening their resilience and capacities to become active members of the host society? How can civic engagement of locals with immigrant background as particularly promising intermediaries for the integration of newcomers be fostered?

### **III. Thematic Workshops**

Proposed topic: „Towards a global compact for safe, orderly and regular migration“

The New York Declaration spells out a number of commitments related to the global governance of migration, including importantly, to launch a two-year process of intergovernmental negotiations leading to the adoption of a global compact for safe, orderly and regular migration. The Declaration states that this global compact would set out a range of principles, commitments and understandings among Member States regarding international migration in all its dimensions, and that as such, it would make an important contribution to the global governance of and enhance coordination on international migration. The Declaration further notes the valuable contribution of the GFMD towards global dialogue and collaboration and invites the Forum to contribute to the intergovernmental negotiations on the global compact, through the coordination of the SRSG on International Migration.

The thematic workshop to be held in the second semester of 2017 in Geneva will aim to provide recommendations to the process for the global compact on migration while systematically mainstreaming a human rights and gender perspective. Amongst other sources of insight such as side events on the global compact on migration, it will consider the 2017 GFMD Summit meeting Chairmen’s statement, the relevant outcomes of each roundtable and the Ad Hoc Working Group on 2030 Agenda and Global Compact on Migration contribution as substantive input as well as the Migration & Development Policy and Practice Data Base which, as an important element of the Platform for Partnerships, comprises examples for “best practices”. The thematic workshop’s recommendations will be submitted to the GFMD supporting framework for discussion before being made available to the global compact on migration negotiation process. The GFMD Co-Chairs will be in close contact with the SRSG for International Migration, the global compact on migration co-facilitators and the international organizations that will provide support to them in order to ensure the timely and adequate provision of these contributions.

### **IV. Enhancing the impact of the GFMD and relations with the broader international community**

The Co-Chairs intend to convene regular meetings of the Friends of the Forum and the Steering Group as platforms for the exchange and discussion of Forum-related developments.

The Common Space has proved itself to be a valuable format for constructive dialogue. Furthermore, exchange with the private sector is vital for a more comprehensive and durable Forum. The Co-Chairs suggest deepening the linkage between governments, civil society and business community in order to further broaden the inclusion of all stakeholders.

The Co-Chairs propose to strengthen the role of the Platform for Partnerships in order to share the GFMD knowledge in a more systematic and accessible manner. As a consequence, participating stakeholders would be in the position to closely follow-up GFMD’s policy recommendations, based on showcased best practices and monitored data.