

# Programme document

The Swedish Chairmanship of the  
Global Forum on Migration and  
Development (GFMD) 2013–2014

Swedish participation in the UN high-  
level dialogue on international migration  
and development in autumn 2013



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REGERINGSKANSLIET

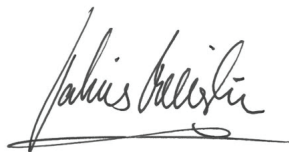
**Government Offices  
of Sweden**

**O**n 1 January 2013, Sweden assumes the Chairmanship of the Global Forum on Migration and Development (GFMD) which will run until 30 June 2014.

Sweden has long been a leading actor in the global cooperation on migration and development. Through the Chairmanship of the GFMD, the Government will consolidate this role during a strategically important period. During 2011–2012, member states undertook an evaluation of the GFMD process, resulting in a number of recommendations aimed at improving international cooperation on migration and development. The Swedish Chairmanship coincides with the follow-up to the UN Population Commission which will be held in spring 2013, as well as the high-level dialogue on international migration and development in the UN General Assembly planned for autumn 2013. Evolving in parallel to these processes are the preparations for a post-2015 development agenda, i.e. the agenda that is to guide the joint development efforts of the international community following the target date of the current Millennium Development Goals. As set out in Sweden's policy for global development, migration has a significant role for the goals of equitable and sustainable global development.

Through its Chairmanship of the GFMD, Sweden has a unique opportunity to strengthen the development focus of the Forum and the global cooperation aimed at enhancing the development impacts of migration. Thus, the Government is taking a concrete step to further implement Sweden's policy for global development.

This programme document illustrates and discusses the coherence between the policy areas involving migration and development and lays the foundation for the ambitions of the Swedish Chairmanship of the GFMD.



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## Background

In Sweden's policy for global development, the Government emphasises the need for a coherent policy to achieve the aim of contributing to equitable and sustainable global development. The Government identifies six global challenges that are key to achieving this aim. One of these challenges is migration flows.<sup>1</sup> The Government acknowledges that migrants today have greater opportunities than ever before to contribute to development in their countries of origin. At the same time, it is noted that the development potential of migration is far from being fully utilised.<sup>2</sup>

Sweden has long been heavily involved in promoting an international dialogue on migration and development. It was already noted when Sweden's policy for global development was launched that Sweden would work actively in global cooperation contexts that aim to create better forms and regulatory frameworks for orderly migration and work to strengthen the development impacts of migration.<sup>3</sup> Sweden was one of the initiators of the Global Commission on International Migration (GCIM) in 2003 and contributed actively to the high-level dialogue on international migration and development in the UN General Assembly in 2006. Sweden has also been a member of the Steering Group of the Global Forum on Migration and Development (GFMD) since its inception.

In addition, Sweden has been an active participant in EU cooperation, where the aim of maximising the development effects of migration and mobility is firmly anchored in both the overarching framework of the EU external migration policy (Global Approach to Migration and Mobility), and the EU's work on policy coherence for development (including the Agenda for Change).

The next two years will be particularly important for international efforts to promote synergies between migration and development. In autumn 2013, the UN General Assembly will hold a follow-up high-level dialogue on international migration and development. Sweden assumes the Chairmanship of the GFMD in January 2013 and will continue in this role until the end of June 2014. Drawing on the synergies between migration and development is also relevant in the efforts to achieve the Millennium Development Goals (MDGs) and the new global goals for sustainable development that will be established over the next couple of years. Sweden's Minister for International Development Cooperation, Gunilla Carlsson, is a member of the UN high-level panel tasked with drawing on experience gained in implementing the Millennium Development Goals, both in terms of results achieved and areas for improvement, and proposing new global development goals based on current development challenges.

Through its Chairmanship of the GFMD, Sweden will have a unique opportunity to raise its key issues and priorities and thereby strengthen the development dimension of the migration and development nexus. The Government is thus moving the policy for global development forward in relation to the development impacts of migration flows. Through this programme document, the Government clarifies Sweden's existing policy on migration and development, its emphasis on policy coherence and the ambitions for Sweden's period as Chair of the GFMD. It thus serves both the Chairmanship and the preparations for the UN high-level dialogue in 2013.

## **UN high-level dialogue on international migration and development, the GFMD and international cooperation on migration**

In 2002, a report on global governance of migration was presented to the UN Secretary-General.<sup>4</sup> This identified the lack of an arena for cooperation on international migration issues. Hence, the importance of stronger international and multilateral cooperation in this area was emphasised. By way of follow-up, the GCIM was established at the request of the Secretary-General. The mandate was to promote a comprehensive debate among states and other actors with respect to migration; to analyse gaps in current policy approaches to migration; and to examine inter-linkages between migration and other global issues. The GCIM's final report proposed the establishment of an international platform to discuss opportunities and challenges related to migration which led to the high-level dialogue on international migration and development in the UN in 2006.<sup>5</sup> The UN Secretary-General's Special Representative for Migration and Development, Peter Sutherland, was appointed to lead the preparations for this. The high-level dialogue in the UN General Assembly in 2006 was the first occasion when the synergies between migration and development were the focus of a global high-level dialogue.<sup>6</sup> During the dialogue, many countries emphasised the need to continue the international dialogue. To make this possible, Belgium offered to hold a first meeting in 2007 which became known as the Global Forum on Migration and Development. To increase coordination between international organisations working on migration related issues, the Global Migration Group<sup>7</sup> was also established following a recommendation in the GCIM report and on the advice of the UN Secretary-General.

Considerable progress has thus been made. The question of the potential and impacts of migration on development have gained an increasingly significant role

in these international fora. In this context, the GFMD plays an important role as a platform to improve the dialogue between states on migration, strengthen the development effects of migration and mitigate any negative effects.

The GFMD is a unique informal intergovernmental platform for dialogue that is outside the UN system but open to all UN Member States. The aim is to promote an international dialogue on migration and development. Since 2007, more than 160 states have taken part in the annual GFMD meetings. These have been held in an open and constructive spirit and it has been possible to avoid the kind of North-South polarisation that usually characterises migration discussions in the UN, which is a mark of great progress. Nonetheless, unresolved issues remain, including how migration should be managed, what rights migrants should enjoy and which links to development should be prioritised. Preparations are on-going throughout the year with states gathering in 'government teams' on selected themes to share their experiences and learn from one another. The GFMD is therefore a continuous, voluntary process driven by the engagement and activities of the states involved. A support unit based in Geneva assists the process.

The UN Secretary-General's report on international migration and development ahead of the high-level dialogue in 2013 states an ambition to identify concrete measures that can increase the benefits and reduce the costs of migration for countries of origin, countries of destination and for migrants themselves.<sup>8</sup> It is proposed that a review be undertaken of the lessons learned since the 2006 high-level dialogue, in terms of both policy and global governance of migration. In this respect, the Secretary-General has proposed round-table talks on, among other things, how migration can be mainstreamed in the post-2015 development agenda and how global cooperation on migration can be improved.

The UN Secretary-General's Special Representative for Migration and Development has been the link between the GFMD and the UN. The Chair of the GFMD communicates the results of the Forum's work to the UN Secretary-General. As Chair of the GFMD, Sweden will have a central role in the UN high-level dialogue on international migration and development in autumn 2013.

## **Global migration patterns**

Since the UN Millennium Development Goals were adopted in 2000, the global population has grown by one billion to a total of 7 billion, primarily in low- and lower-middle-income countries. Every seventh person is a migrant, by virtue of having moved either outside their country of birth (214 million) or within their

own country (750 million). This has also led to steady urbanisation, with the result that more than half of the world's population now live in urban areas. It is estimated that one billion of these people live in slum areas.<sup>9</sup> Around half of all migrants are women and their contribution to development, and their particular needs, have only been acknowledged in recent years.<sup>10</sup>

Population increases and migration have direct impacts on development. The positive aspects include a larger working population and higher growth, while the negative impacts include greater competition for scarce resources, leading to higher unemployment and social challenges. Global imbalances are reflected in large youth populations in low-income countries and a labour shortage in the majority of high-income countries due to ageing populations.<sup>11</sup>

Both labour markets and education systems are affected by globalisation. In 2010, the number of economically active migrants was estimated at 105 million, and together with family members this group constituted 90 per cent of all international migration.<sup>12</sup> Many migrants work in the health care and service sectors, in construction or in seasonal industries (agriculture or tourism). At the same time, highly educated people are now willing, as never before, to move across borders and the demand for key people in growth sectors continues to increase.<sup>13</sup> The number of international students in tertiary education has increased from 1.6 million in 1999 to 2.8 million in 2008.<sup>14</sup>

Regional migration patterns show an increase in the proportion of migrants moving from low- or lower-middle-income countries (the South) to high-income countries (the North). Between 1990 and 2010 this category increased from 40 million to 74 million. This increase means that, at the same time, the South-South proportion of global migration is estimated to have decreased from 39 per cent in 1990 to 34 per cent in 2010. In absolute terms, South-North migration (74 million) is estimated to be roughly equal to South-South migration (73 million).<sup>15</sup> In the future, continued urbanisation will contribute to increasing internal migration in the South, while growth economies such as Brazil, Russia, India, China and South Africa are expected to become new destinations for migrants seeking higher incomes and better career opportunities.<sup>16</sup> These migration patterns contribute to increasing mutual dependence and a need for cooperation on global challenges in which the boundaries between traditional categories such as South/North and sender/destination countries are becoming increasingly blurred.

The traditional view that migration is a matter of moving from one place to another, where the migrant settles permanently, has also proved increasingly

inadequate to describe modern migration patterns. Circularity has increasingly set its stamp on migration. People move between countries, sometimes for longer periods and sometimes for shorter periods, and make significant contributions to development. Many population groups residing permanently outside their country of origin maintain connections and develop their contacts with that country. These diaspora groups often contribute actively to their countries of origin through transfer of knowledge and investments via their contacts and networks. When these countries of origin are low- or lower-middle-income countries, the contribution to reducing poverty can be considerable.

## **Migration as an enabler of development**

The report *Realizing the future we want for all* lays the foundations for the UN's efforts to develop a new framework to build on the Millennium Development Goals.<sup>18</sup> The report establishes that the key challenge for the UN's post-2015 development agenda is ensuring that globalisation becomes a positive force for everyone in the world, both current and future generations. Four key dimensions are highlighted: *inclusive economic development, inclusive social development, peace and security, and environmentally sustainable development*. In addition, the importance of a number of enablers of this development is noted. Migration, which is a concrete expression of globalisation, is identified as one of the enablers of development. This enabler has huge development potential, for individual migrants and their families, for their country of origin and for the country of destination. A description of how migration, within and between low- and lower-middle-income countries, as well as between these countries and high-income countries, can contribute to the four key dimensions of development follows below.

### **Inclusive economic development**

Migration affects, and is affected by, basic structural economic factors and conditions, such as labour markets, income levels and distributions, financial markets, trade and investments. Good governance, with functioning financial systems, stable currencies, a favourable investment climate and good public administration strengthens the prospects of migrants being able to contribute to development in their countries of origin.

Labour migration can contribute to better matching between supply and demand on the labour market. However, this presupposes effective regulatory frameworks

to enable migrants to move to job opportunities in a legal fashion and to prevent employers exploiting migrants. Information on international job opportunities and systems for assessing migrants' qualifications are also needed. Several destination countries enable migration as a supplement to domestic labour in sectors where there are labour shortages and as a way to compensate for the ageing population. In countries of origin, migration can relieve the pressure on an overburdened domestic labour market and thereby increase the rate of productive employment. Migration is often an important income strategy for families. In this respect both internal and regional migration between low- and lower-middle-income countries can offer an opportunity for individuals and families to increase their incomes. This applies to both the migrants themselves and the recipients of financial remittances (private funds sent home by migrants), which can contribute to the Millennium Development Goal of eradicating poverty and hunger in countries of origin.<sup>19</sup>

According to World Bank statistics, the value of global remittances to low- and lower-middle-income countries<sup>20</sup> was more than USD 370 billion in 2011. This is expected to increase by 7–8 per cent and reach USD 467 billion in 2014. Since large sums of money are also transferred via informal channels, the World Bank estimates that the total remittance flows are actually 50 per cent higher. These types of financial flows, which tend to be stable, are the second-largest source of external financing, after foreign direct investment, in many low-income countries. To give a few examples, it can be noted that officially registered remittances in Tajikistan corresponded to 31 per cent of the country's GDP in 2010, while the equivalent figures in Lesotho and Moldova were 29 per cent and 23 per cent respectively.

Remittances are an increasingly important source of development in many low-income countries. These financial flows can, for example, contribute to developing banking and financial markets in countries of origin when demand leads money transfer agents to establish new services and make them available in geographical areas that have previously had limited access to banking. The World Bank estimates that a further USD 16 billion could become available if the transaction costs for remittances could be reduced by five percentage points.<sup>21</sup> This is an aim that was adopted by the G20 countries at their annual summit in 2011.<sup>22</sup> If banking and micro-credit institutions that reach out to rural areas and more remote regions were strengthened, the development impacts would get an additional boost. In addition to being used for direct consumption, which can in itself contribute to the local economy, remittances also enable investment in production and business, increasing the potential for employment and incomes.



Beyond direct and immediate effects for poor and vulnerable people of a country, migration can, via diaspora groups' engagement and the contact networks created and knowledge transferred, lead to increased investment and trade. This benefits both destination countries and countries of origin by creating employment and increasing tax revenues, for example.

### **Inclusive social development**

The increased income opportunities offered by migration are of great importance to social development. As well as covering day-to-day consumption needs, which in itself can contribute to the Millennium Development Goal of eradicating poverty and hunger<sup>23</sup>, remittances are often invested in better health, education and housing, particularly when women are in control of the funds. Such investments can have significant positive consequences for the Millennium Development Goals concerning education<sup>24</sup> and health<sup>25</sup>. Since women often encounter greater barriers than men in accessing financial services there is, however, a need to strengthen women's potential as senders and recipients of remittances.

While migration has great potential for development, migration flows can also have negative consequences for individuals and communities if they are not managed consistently and with a view to the long term. For destination countries, for example, inadequate management of working conditions for migrants can lead to local working conditions being undermined if migrants are offered worse conditions than others on the labour market and excluded from social insurance systems. High expectations that migrants will contribute economically in their countries of origin can also lead to greater social gaps. For migrants to play a more positive role in development, in both destination countries and countries of origin, there must be conditions in place for them to integrate into the labour market and participate fully in society. There is also a need for greater portability of earned social security benefits, such as pensions, to allow migrants opportunities to bring these along.

In some countries of origin, which experience a shortage of qualified labour, the 'brain drain' from key sectors of society can be a challenge, particularly in the health and education sectors. This kind of shortage can, in some cases, make it more difficult to achieve the Millennium Development Goals on education and health. However, as set out in the policy for global development, it would be wrong to try to prevent brain drain by suppressing migration. Preventing people from moving by regulation or decree is not feasible and could also violate the human rights of the individuals concerned. Tackling the brain drain rather

requires attention to, and measures against, underlying factors such as lack of respect for human rights, lack of democracy and economic stagnation. On the other hand, circular migration and returning migrants facilitate significant 'brain gain' and 'brain circulation'. During their stays abroad, migrants have major opportunities to acquire new knowledge and experience that can have significant development impacts when transferred to their countries of origin. Migrants can develop within their professions, specialise, gain further training or expand their skills. Together with the contact networks created, this can both relieve a shortage of specialist knowledge and contribute to the supply of new or more effective public services. In this context, international students and researchers can have considerable significance for the development of countries of origin. The development impacts of this type of migration need to be reinforced. Measures to build up the capacity for knowledge production in countries of origin and to improve the capacity of society to utilise the development impacts of returning migrants may be a step in the right direction.

A lack of future prospects and legal possibilities to migrate can also involve a risk of young people choosing undocumented (irregular) forms of migration, including human smuggling. These forms of migration are often associated with great danger and cost to the individual, but also involve the transfer of resources to organised crime. Women and children migrating from poor conditions are at particular risk of ending up in vulnerable situations such as human trafficking, or in workplaces where they are exploited. Women's equal access to the global labour market in a safe and legal manner therefore needs to be promoted. International efforts are also needed to prevent discrimination, exploitation and abuse of migrants. In addition to states' and employers' responsibilities, increased use of micro-insurance schemes<sup>26</sup> can strengthen migrants' safety nets. Information on opportunities for legal migration and the risks of irregular migration can also help to protect migrants.

Remittances also bring challenges. For example, remittances often do not reach the poorest people or certain groups and regions in countries of origin. They can contribute to creating a situation in which individuals become dependent on remittances and forgo actively seeking productive work. In addition, there are challenges associated with the use of remittance services to move the proceeds of crime or to finance terrorism.<sup>27</sup>

Family relationships can also be negatively affected by the migration, and subsequent prolonged absence, of one or both parents. On the other hand, the income that results from their absence can in some cases pay for the children's

education or other essential expenditure. In a world where women make up approximately half of the total number of migrants, the experience of migration can strengthen women's empowerment, particularly when it is associated with financial opportunities. This effect can occur both at an individual level and for women as a group, as their role as economic actors becomes more obvious and has a greater impact. Besides the knowledge and contact networks generated, migration can also contribute to the transfer of new values and ideas, an effect known as 'social remittances'. In this respect, the experiences of returning migrants and diaspora groups can lead to the transfer of behaviour and values that help to increase gender equality, for example. Altogether, this means that migration strengthens the prospects of achieving the gender equality ambitions in the Millennium Development Goals.<sup>28</sup>

### **Peace and security**

Conflict and post-conflict countries are the countries that are furthest from achieving the Millennium Development Goals. As with their contribution to gender equality, diaspora groups can be a force for change in favour of democratic values and human rights in their countries of origin. Particularly in post-conflict situations, expertise and experience in the diaspora or among returning migrants can be valuable in establishing constitutions and rebuilding functioning public institutions. It is therefore necessary to facilitate these groups' contributions to development in their countries of origin. On the other hand, if migration is not managed responsibly, large migration flows can place strain on host communities with limited resources.

Migration can also be caused by armed conflict, human rights violations or natural disasters. Peace and security form a dimension that is not included in the current Millennium Development Goals, despite the fact that violence, insecurity and inadequate judicial systems are some of the most difficult barriers to development. People who remain in their home country in such conditions often have limited choices. In most cases, migration should therefore be seen as an active choice by the individual to create a better future for themselves. For this reason, the decision to migrate, temporarily or permanently, within their own country or to another must primarily be seen as an expression of individual drive and thus a capability that should be nurtured.

### **Environmentally sustainable development**

Environmental and climate change can lead to migration, primarily within the same country or region. People's housing, culture and pattern of life are often

adapted to historical environmental, natural and climate conditions such as changes of season and precipitation. In many parts of the world, particularly in poor areas, migration is a subsistence strategy to deal with seasonal variations. Environmental and climate change have a major impact on poor people's subsistence and quality of life, as they are often directly dependent on natural resources for their survival. Many also live in vulnerable situations on low-lying coastal areas and in river basins, in arid areas or in urban slums, often lacking the infrastructure to cope with strains. Internal migration in low-income countries, for example, increased movement to urban areas, can place great strain on the local environment and local natural resources. At the same time, there is a clear link between a high level of urbanisation and high economic growth. Cities are important for economic growth and employment opportunities. Urbanisation can improve access to basic services such as water, sanitation, education and health care, and provide opportunities for energy- and environmentally efficient solutions that contribute to better conditions for poor people and to a country's development. In as far as these solutions are furnished effectively, urbanisation can support the Millennium Development Goal concerning environmental sustainability. At the same time, it is still a major challenge for poor people to afford these services and to avoid an expansion in the number of people forced to live in slums without access to, for example, safe drinking water and basic sanitation.<sup>29</sup> One related and key issue is the possibility for people to obtain occupancy rights for their homes and the right to own land, as this contributes to financial security by enabling borrowing and mortgaging.

## **Sweden's commitment and priorities related to strengthening the development impacts of migration**

Sweden's commitment to strengthening the development impacts of migration is strongly anchored in the policy for global development. All policy areas and policy instruments at the Government's disposal need to be used in a coordinated manner to maximize the effectiveness of Sweden's contribution to equitable and sustainable global development. Policy coherence is therefore an overarching priority (see point 1 below).<sup>30</sup> Coherence means promoting mutually reinforcing policy measures and synergies between migration policy and development policy. Other policy areas such as trade, integration, education and the labour market also have a major impact on the development effects of migration. The acknowledgement that domestic policy decisions in Sweden can have consequences for poor people in low-income countries is a basic premise of this work. Internationally, it is a priority issue for Sweden in this regard that

the impact of migration on development is given adequate consideration in the preparation of the post-2015 UN development agenda.

Sweden's policy for global development identifies three focus areas linked to migration: increasing the positive effects of circular migration for developing countries, striving for more secure and cheaper remittances to developing countries and increasing their development impacts, and working for lasting solutions to the situation of those in need of protection. The first two areas mentioned are strongly linked to the GFMD's agenda and also target migration's contribution to development. A number of enabling factors emerge from the review of migration's contribution to development within the four development dimensions above. These include *labour market matching and transfer of knowledge, trade and investment promoting networks, financial remittances and urbanisation*. The targets in the policy for global development show that Sweden is already clearly engaged in these thematic areas. Labour market matching, transfer of knowledge and trade and investment promoting networks are linked to the aim of *increasing the positive effects of circular migration for developing countries* (point 2 below). Similarly, financial remittances are directly linked to the aim of *contributing to more secure and cheaper remittances to developing countries and increasing their development impacts* (point 3 below). Urbanisation is clearly linked to the aim of sustainable urban development, i.e. *that urbanisation occurs in a sustainable fashion and contributes to long-term development and poverty reduction* (point 4 below). The policy for global development contains this aim as part of the global challenge of climate change and environmental impacts.

The Government intends to deepen work on these enabling factors while Sweden is Chair of the GFMD. Overall, this means that the Swedish Chairmanship of the GFMD will contribute to fulfilling the aims of Sweden's policy for global development. The formulation and implementation of policy will be developed further, coordination and cooperation strengthened and knowledge and analysis improved.

Alongside the synergies identified above there are a number of cross-sectoral themes such as *gender equality, human rights and democracy*. Migration can, for example, contribute to the transfer of values, ideas and behaviour (social remittances) that strengthen these universal values. In these contexts, it is also important to harness these enablers by engaging diaspora groups within the framework of aims in this area.

A summary of the measures and methods that Sweden intends to pursue in these areas is presented below. These will be pursued either through Sweden's own policies or through international dialogue in an attempt to ensure that migration contributes more effectively and inclusively to development.

## 1. Policy coherence

- **Harnessing the development impacts of migration in the post-2015 UN development agenda.** Working to ensure that migration as an enabler of development is more clearly factored into the future UN development agenda increases the probability of migration being mainstreamed into the analysis and programming of international development cooperation.
- **Strengthening migration mainstreaming in development strategies and cooperation.** This can be done both by increasing knowledge about the development impacts of migration among low-income countries and aid donors, and their capacity to take these impacts into account in their development plans, and by exploiting the link between migration policy and development through enabling regulatory frameworks. The coherence perspective also applies to policy areas such as trade, integration, education and the labour market.
- **Taking action to increase the mutually reinforcing relationships between integration and development.** Well-integrated migrants and diaspora groups have higher employment rates and participate more actively in the host society, making them better able to contribute to development in their countries of origin than those who suffer exclusion or exploitation. Successful integration coupled with types of permits that create conditions for migrants to maintain and develop their ties with their countries of origin and transfer valuable resources and knowledge is therefore necessary.

### **Box 1. Swedish initiatives for policy coherence for development policy that draws on the development impacts of migration**

The objective of Sweden's migration policy was revised in 2009, and it was made clear that it must take account and utilise the development impacts of migration. The revision is a result of efforts to mainstream the policy for global development across all policy areas. A government bill, *Shared responsibility – Sweden's policy for global development* (Govt bill 2002/3:122), states that migration policy is an important part of Sweden's policy for global development. Since 2007, migration flows have been one of the six global challenges that the Government has identified as especially significant for achieving the objective of contributing to

equitable and sustainable global development 2007/08:89). Efforts to promote coherence between different policy areas are therefore of particular importance in achieving the positive synergies that have been identified as regards linkages and interactions between migration and development.

## **2. Enhancing the positive impacts of circular migration on developing countries**

### *Labour market matching and transfer of knowledge*

- **Reducing obstacles to circular migration and promoting its development potential.** Regulatory frameworks enabling mobility and access to labour markets facilitate the matching of supply and demand in the labour market in both countries of origin and destination. This provides opportunities for employers to hire workers from other countries, for migrants to move legally between countries of destination and origin, and for migrants to take certain earned social security benefits with them. Women's equal access to the global labour market in a safe and legal manner needs to be promoted. International efforts are also needed to prevent discrimination, exploitation and abuse of migrants. Greater use of micro-insurance schemes can also strengthen migrants' safety nets.

- **Strengthening the conditions for better matching between supply and demand in the global labour market.** Potential migrants, recruitment agencies and employers need better access to information and validation mechanisms to assess knowledge and skills in relation to available vacancies. Networks for migrants, recruitment agencies and employers in both countries of origin and destination can facilitate this work.

- **Enabling transfer of knowledge through, for example, circular migration to mitigate the effects of brain drain and skills shortages.** Steps in this direction may include enhanced transfer of knowledge ('brain gain' and 'brain circulation') through initiatives to enhance the capacity of countries of origin to produce knowledge and harness the development impacts of circular migration and return.

- **Strengthening the ability of diasporas to work as agents of change in their countries of origin.** This can be done through initiatives involving diasporas in development work, for example, through skills transfer, but also by strengthening possibilities for diasporas to demand accountability, democracy and human rights in their countries of origin.

## **Box 2. Swedish initiatives in the area of circular migration**

### *Sweden's labour migration reform*

Sweden's labour immigration legislation, revised in 2008, aims to prevent labour shortages through a more efficient and flexible system for recruiting labour from countries other than EU/EEA/Switzerland. The assumption is that the individual employer is best placed to determine recruitment needs. For those employers who cannot find the workers they need in Sweden or the EU/EEA/Switzerland, it is now easier to recruit labour from third countries. Many professions are already experiencing labour shortages. In view of our ageing population, this poses a serious challenge to our welfare systems in the long term and requires a forward-looking and broad political strategy. As these rules make it easier for third-country nationals to work in Sweden, they create conditions for legal migration that will contribute to development in countries of origin

### *Circular migration and development*

By making it easier for people who want to move legally between countries, the positive development impacts of migration can be strengthened. In 2009 the Government tasked a parliamentary committee with exploring, mapping and analysing how increased mobility could contribute to development in countries of origin. The Committee was also asked to propose legislative amendments and other measures that help facilitate circular migration and enhance the positive development impacts. The Committee's final report, delivered in spring 2011, proposed a set of measures. The report has been circulated for comment and the proposals are currently being processed by the Government Offices.

### *Trade and investment promoting networks*

- **Strengthening the diasporas' potential to function as a bridge for trade and investment in future markets, thereby contributing to development in developing countries and elsewhere.** Many of today's low- and lower-middle-income countries are also current or future growth markets. As the diasporas have ties to these countries, they are an important resource for taking advantage of these opportunities. This can be done, for example, through greater integration in society and by developing forms of cooperation between development assistance and diasporas. Trade with and investment in diaspora groups' countries of origin can be facilitated through targeted initiatives to promote international business development and entrepreneurship, build networks and disseminate information about investment conditions.



### **Box 3. Swedish initiatives to promote trade and investment through a network for international entrepreneurs – The Kosmopolit project**

Research reveals a significant relationship between migration and trade. An asset for strengthening trade and investment are the many Swedes with a background in another country. One in five Swedish companies are started up by a person with a foreign background, and these companies employ 250 000 people.

Entrepreneurs with a foreign background and foreign expertise are a resource for increasing Sweden's foreign trade. People born in or with considerable experience of other countries often have good knowledge of the business culture, politics, religion and language of their former home countries. Through their networks, they are particularly well placed to conduct cross-border trade, facilitate investment in the countries of origin and, at the same time, lead the way for other Swedish companies.

This knowledge plays an important role in reducing the costs related to international trade. To highlight and encourage use of these people's knowledge, the Government has initiated the Kosmopolit project. Kosmopolit helps to strengthen networks for trade and investment promotion and the entrepreneurs involved in this project represent a unique opportunity for Sweden to operate in a number of fast-growing markets.

### **3. Enhancing the development impact of remittances**

- **Reducing transaction costs, internationally and from Sweden.** Although the cost of sending remittances has declined, it is still high enough to affect remittance volumes and thereby hinder positive development impacts. Through advances in technology (mobile and internet payments), increased competition and consumer information enabling transaction costs to be compared, positive results can be achieved.

- **Strengthening the potential of women as senders and recipients of remittances.** Although the knowledge base is generally imperfect, studies show that men and women have different priorities in relation to remittances, both as senders and recipients. Women tend to prioritise more immediate needs, such as education and health. Women also remit a greater proportion of their savings than men do, and larger groups of people benefit from their remittances. However, women often face greater obstacles than men do in accessing financial services. Thus, strengthening the position of women and enabling them to contribute more to development requires increasing their access to these services.

- **Strengthening the development impact of remittances on the basis that these flows are private funds that are owned and therefore should be controlled by private actors.** Strengthened institutional capacity can help to harness the development impact of remittances in areas such as health and education. To counter potential drawbacks, incentives that encourage productive investment and information dissemination can help migrant households avoid unnecessary costs. Micro-finance institutions and micro-credit that reach rural and more remote parts of the country can also enhance the positive impact. The development impact of remittances is highly dependent on good governance in the countries of origin. Functioning financial systems, stable currencies, a favourable investment climate and good public administration are needed. Collaborative efforts to strengthen these factors in low- and lower-middle-income countries can help to harness and further develop the potential of remittances.

- **Increasing remittance potential through enhanced integration and labour market matching.** Migrants' remittance potential is hampered to some extent by a lack of integration and skills utilisation (brain waste) in the labour market, which also reduces productivity.

#### **Box 4. Initiatives to improve knowledge about remittances from Sweden**

To improve knowledge about remittances from Sweden, the Ministry for Foreign Affairs has supported the efforts of the think tank *Global Utmaning* (Global Challenge) in this area. A study from May 2012 shows remittance patterns among 3,500 foreign-born people in Sweden. It finds that about one in ten foreign-born people regularly send money to family members and relatives in their country of origin, mainly in Africa, Asia and Latin America. The average amount sent is SEK 6,000 per year. These transfers can contribute to development and poverty reduction in low-income countries.

Another study from January 2011 (*Global Utmaning*), based on processed data from Statistics Sweden (SCB) in 2007, shows a strong correlation between people's life cycles and remittances from Sweden. According to these statistics, the determining factor for remittances to low-income countries is family composition rather than income level. However, the study also shows that SCB's data is somewhat limited as it only includes gifts and financial support to relatives, amounts under SEK 5,000 are not included, and there is no data on the country to which the transfer is made or on whether the transfer leaves Sweden.

These and other studies show that knowledge and statistics on remittances from Sweden need improvement. Sweden is therefore working closely with

counterparts in the European Union and the World Bank to produce statistics on which to base more targeted and better measures to help make these private money transactions safer, faster and cheaper, and to increase their impact on development in low- income countries.

#### **4. Sustainable urbanisation that contributes to long-term development and poverty reduction**

- **Taking action to highlight the fundamental importance of sustainable urban development based on a holistic view, integrated planning and energy- and resource-efficient technology, to achieve the Millennium Development Goals, sustainable development and progress towards a green economy.** By 2030, five billion of the world's population will reside in cities, and a large proportion of energy consumption, environmental problems, social problems and, to an increased extent, global poverty will be concentrated in cities. At the same time, cities can be resource-efficient centres for economic growth, innovation and increased access to social services, thus contributing to solutions to both poverty and environmental problems.

- **Taking action to reach broad international consensus on the view that urban development must be sustainable to meet local and global challenges in which climate change is a prominent factor.** The ongoing process of urbanisation will play an increasingly central role for many aspects of sustainability, including climate change. Cities also play an important role in economic development, poverty reduction and risk management, where access to water, sanitation, energy and food are key areas. In urban environments, owing to both the size of the population and the geographical proximity between people, it is easier to introduce collective, efficient and sustainable solutions to common needs. Providing these solutions in a manner that is affordable to poor people remains a challenge.

- **Taking action to ensure that within the framework of urban development, greater emphasis is placed on poor people's participation and employment, as well as their access to a range of welfare services, including health care and education.** It is important to harness the opportunities urbanisation provides for increased democratisation through proximity to decision-makers and faster communication channels between people and local authorities. Mechanisms that make accountability possible tend to be strengthened when people live

close together. The economic and practical potential of welfare services also increases with geographical proximity.

#### **Box 5. Swedish initiatives to promote sustainable urbanisation**

Sweden conducts extensive work at an international level to promote sustainable urbanisation and environmental technology, including through the use of the SymbioCity concept. SymbioCity is based on Swedish experiences in sustainable urban planning and aims to describe how an integrated approach to urban development that takes social, economic and environmental issues into account can create attractive urban environments and positive synergies. SymbioCity presents methods and good practice examples and links with Swedish expertise and environmental technology companies. The SymbioCity concept is managed and developed by the Swedish Trade Council on instruction from the Government, and is used by these and other agencies and the environmental technology industry for promotion and information purposes. In addition, the Swedish Association of Local Authorities and Regions has been tasked by Sida to manage, develop and apply a special SymbioCity manual that is more directly tailored to development cooperation for sustainable urbanisation. Several Swedish municipalities and other experts and companies are involved in this work. The Delegation for Sustainable Cities and the special 2008–2012 initiative on sustainable urban development are included in Sweden's concerted efforts to further strengthen national action on climate-smart sustainable urban development, thereby also laying the foundation for increased international cooperation.

## **Priorities of the Swedish Chairmanship of the GFMD**

The Swedish Chairmanship of the GFMD will last for 18 months (January 2013 – June 2014). During the Chairmanship, Sweden will act to gain support for its priorities in relation to the GFMD as a process, and for them to be reflected in the Forum's themes and agenda.

### **The GFMD as a process**

Sweden's policy for global development emphasises coordination and coherence in the formulation of policy as prerequisites for achieving results. The GFMD has made considerable progress in the area of migration by creating scope for open and constructive dialogue between states in a way that has not been possible within the UN or other international contexts. This has meant that states have been able to learn from each other, initiate cooperation and strengthen migration

and development policy-making. This is also stated in the assessment report from the evaluation of the GFMD's first six years.

Through its Chairmanship of the GFMD, Sweden aims to nurture and develop the forms for this constructive platform. This involves acting for the continuation of the GFMD as an informal, open, inclusive, constructive and non-binding platform for dialogue between states, led by states, in the area of migration and development. It also involves strengthening the commitment to, and ownership by states of, the GFMD process, through involving them to a greater degree in setting the agenda, preparations and other cooperation.

The GFMD should thus also retain the current model for the link to the UN, i.e. that the UN Secretary-General's Special Representative participates in the Troika, Steering Group and Friends of the Forum meetings, that the UN Secretary-General, or representative, participates in the GFMD annual meetings and that the GFMD Chair reports the results of these annual meetings to the UN Secretary-General.

In the evaluation of the GFMD, there is strong support for engaging the private sector to a greater degree. Sweden's ambition is to strengthen dialogue with this sector. To achieve this, Sweden will identify appropriate formats for engaging the private sector, subject matters of interest to this group and which actors from this sector should be engaged.

Sweden will act for better exchanges with civil society alongside the cooperation between states. A forum for this is the so called *Common Space*, where states and civil society organisation meet for dialogue on issues related to the GFMD agenda. Through the Chairmanship, Sweden will also encourage states to improve the day-to-day dialogue with civil society at national level. The GFMD will nonetheless continue to be a forum for states.

### **Agenda for Sweden's Chairmanship of the GFMD**

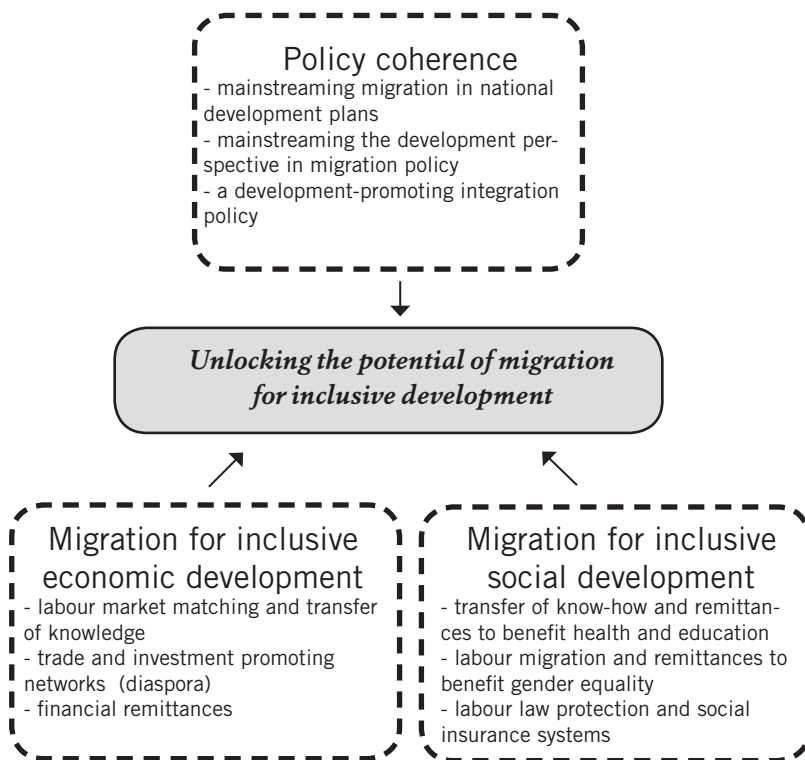
The agenda has a major impact on the conditions for collaboration. In the GFMD, cooperation between states mainly takes place at round-table sessions during the GFMD meetings and in preparatory *government teams* on selected themes. Here, states share their experiences, learn from each other and work together to develop a deeper understanding of the links between migration and development. These round-table sessions are the core of the actual process. They make the GFMD process unique. As the GFMD is a state-led process, the agenda is set by states.

The cooperation is run and the agenda set by states. Thus the commitment of the states to the issues on the agenda is a precondition for continued interest in participating in this form of collaboration. The country holding the Chairmanship decides on the themes of these discussions in dialogue with the GFMD's Troika, Steering Group and Friends of the Forum. All UN member and observer states are invited to the latter. Thus, ahead of Sweden's Chairmanship of the GFMD, the overall theme and agenda will be formulated in a concept paper which will be produced in dialogue with the other GFMD states in order to gain a broad consensus around, and ownership of, the agenda.

However, to strengthen the enabling effects of migration on development, in line with the ambition contained in Sweden's policy for global development and the post-2015 development agenda, the starting point for the Swedish Chairmanship will be to focus on the enabling factors of *labour market matching and transfer of knowledge, trade and investment promoting networks* (with a focus on diaspora groups), and *financial remittances* in the economic and social development dimensions central to the GFMD.

The enabling effects of migration on development are not automatic, but rather require active measures to have the intended effect. To underscore the significance of an active and coherent policy that can promote the development potential of migration, Sweden will propose the following overall theme for the Swedish Chairmanship: *Unlocking the potential of migration for inclusive development*.

The Swedish GFMD Chairmanship will start out from the enabling developmental effects identified above and their respective *links to inclusive economic and inclusive social development*, as well as the need for a *coherent development policy*. Three round-table themes are proposed within the framework of these areas. Within these three round-table themes, the enabling factors highlighted above could be handled in accordance with the examples in the figure on the next page:



The figure above, therefore, provides a conceivable starting point for the round-table set-up of the Swedish Chairmanship. However, the overall theme, and how the enabling factors are to be highlighted, will be developed further in the concept paper being produced by Sweden in dialogue with other GFMD states.

Apart from the cooperation in the *government teams*, during its Chairmanship Sweden will also arrange a number of thematic meetings where it is proposed that the private sector, among other stakeholders, could be engaged.

To ensure the quality of the policy discussions that are to be held, Sweden intends to strive to maintain close contact with the research community in relevant areas. New research in the area will also enable evidence-based policy recommendations. This research should mainly focus on how migration has affected or can affect concrete development objectives.

## **Coordination and cooperation on migration and development**

As stated at the beginning of this document, the GFMD fulfils an important role as a global platform to improve dialogue between states on migration and for strengthening the development impacts of migration. Setting an agenda for the Swedish Chairmanship of the GFMD which clearly strengthens the Forum's focus on development and incorporates migration in the post-2015 development agenda will make it possible to exert a positive influence on both national and international coherence on migration and development. Nationally, this will strengthen policy formulation and implementation. The coherent mobilisation of ministries and agencies will enhance coordination and collaboration between these actors. The knowledge and analyses on which the work in the area rests will be strengthened. Internationally, a clearer focus on development will contribute to strengthening the GFMD as a collaborative process since the development issues allow improved conditions for states to reach agreement compared with the potential for consensus on other aspects of migration issues. The link to the post-2015 development agenda can also benefit multilateral collaboration since international organisations with related mandates will be called upon to a greater degree to consider the impact of migration on development objectives.



## Footnotes

1 The other challenges included are oppression, economic exclusion, climate change and environmental impact, conflicts and fragile situations, and communicable diseases and other health threats.

2 Govt. communication 2007/08:89.

3 Govt. Bill 2002/03:122.

4 Report to the Secretary-General on Migration, December 2002, the 'Doyle Report'.

5 See the GCIM final report Migration in an interconnected world: New directions for action, [http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/policy\\_and\\_research/gcim/GCIM\\_Report\\_Complete.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/policy_and_research/gcim/GCIM_Report_Complete.pdf)

6 The issue of migration and development has been tackled as part of wider population issues in other international dialogues. One significant example was the International Conference on Population and Development held in Cairo in 1994.

7 The Global Migration Group is a forum for inter-agency cooperation that brings together sixteen international organisations. The aim is to promote the application of regional and international instruments and norms, as well as increased effectiveness and coherence of normative and operational response by the United Nations system and the international community to the opportunities and challenges presented by international migration.

8 General Assembly (2012), International migration and development: Report of the Secretary-General, A/67/254, 3 August 2012.

9 UN System Task Team on the Post-2015 UN Development Agenda, (2012) Realizing the future we want for all: Report to the Secretary-General.

10 UN-DESA (2011), Trends in International Migration Stocks: Migrants by Age and Sex; UNDP (2009), Human Development Report – Overcoming barriers: Human mobility and development. UNFPA (2006), State of the World Population – A Passage to Hope: Women and International Migration.

11 UN System Task Team on the Post-2015 UN Development Agenda (2012b) Migration and human mobility, Thematic Think Piece, IOM, UNDESA.

12 ILO (2010), International labour migration: A rights-based approach.

13 ILO (2006), Competing for global talent.

14 UN System Task Team on the Post-2015 UN Development Agenda (2012b) Migration and human mobility, Thematic Think Piece, IOM, UNDESA.

15 However, the statistics are unreliable, particularly in low- and lower-middle-income countries. General Assembly (2012), International migration and development: Report of the Secretary-General, A/67/254, 3 August 2012.

16 Working Group E of the UN Task Team on post-2015 (2012) New partnerships to implement a post-2015 development agenda.

17 SOU 2010:40

18 UN System Task Team on the Post-2015 UN Development Agenda (2012), Realizing the future we want for all: Report to the Secretary-General.

19 MDG 1 expresses an ambition to eradicate poverty and hunger by, among other things, halving the proportion of people living on less than USD 1 per day and achieving full employment. This ambition also includes women and young people.

20 The World Bank uses the category 'developing countries'.

21 <http://remittanceprices.worldbank.org/>

22 G20 2011 Cannes Summit Final Declaration. Building Our Common Future: Renewed Collective Action for the Benefit of All, <http://www.g20.utoronto.ca/2011/2011-cannes-declaration-111104-en.html>

23 According to an UNCTAD study, a 10 per cent increase in remittances leads, on average, to a 3.1 per cent reduction in the number of people living in poverty in countries where remittances make up more than 5 per cent of GDP. Source: UNCTAD (2011), Impact of Remittances on Poverty in Developing Countries.

24 MDG 2 expresses the ambition that children everywhere will have the opportunity to complete primary education.

25 MDG 4 expresses the aim of reducing child mortality and MDG 5 aims to improve maternal health.

26 Micro-insurance schemes are low-premium insurance schemes with low indemnities, aimed particularly at those with low incomes, i.e. people who are often excluded from traditional insurance schemes.

27 Striking a balance between enabling access to financial services and maintaining measures to combat money laundering and the financing of terrorism is an important part of the work done by the intergovernmental Financial Action Task Force. This organisation adopts international recommendations to combat money laundering, terrorist financing and the proliferation of weapons of mass destruction.

28 MDG 3 expresses the aim of promoting gender equality and empowering women, for example by increasing the proportion of women in gainful employment outside the agricultural sector.

29 MDG 7 expresses the aim of sustainable environmental development, including halving the proportion of people without access to safe drinking water and basic sanitation and improving the lives of people living in slums.

30 Govt Bill 1996/97:25, Swedish migration policy in a global perspective; Govt Bill 2002/03:122, Our common responsibility: Sweden's policy for global development; Riksdag Communication 2007/08:89, Sweden's Policy for Global Development; Riksdag Communication 2009/10:129, Tackling global challenges – communication on coherence for development.

31 Around 40 international and regional organisations are also invited to the Friends of the Forum as observers.





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