

GLOBAL FORUM ON MIGRATION AND DEVELOPMENT
Manila, Philippines, 29-30 October 2008

Roundtable 3: Policy and Institutional Coherence and Partnerships

Working Paper¹

Roundtable Session 3.2
Policy and Institutional Coherence within Government

INTRODUCTION

While the need to improve coherence between migration and development policies has become increasingly apparent in recent years, much less is known about *how* States should go about ensuring that synergies between migration and development policies are maximized and that potential negative effects are minimized.

This paper provides background for Roundtable session 3.2: Policy and Institutional Coherence on Migration and Development. It is meant to complement the main background paper for Roundtable session 3.2 prepared by the Institute for the Study of International Migration at Georgetown University in consultation with the Roundtable session co-leaders Switzerland and Indonesia and the Roundtable coordinator. Building and expanding on the fruitful discussions at Roundtable 3.2 in Brussels in July 2007, the overarching aim of the paper is to shed further light on the question of *how* States are working to improve coherence between migration and development policies within government. The paper draws in large part on the responses to a follow-up questionnaire that was distributed by Sweden to all GFDM focal points in June 2008. Specifically, it aims to 1) briefly establish a contextual framework for the discussion of policy coherence, 2) analyze examples of relevant/effective practices and discuss progress made with regard to States' efforts to promote greater coherence between migration and development policies, 3) provide examples of bilateral, regional, and international collaboration on migration and development and 4) provide recommendations for further action.

While the paper touches upon many of the issues and questions which are addressed in the comprehensive paper prepared by the co-leaders of Roundtable 3.2, the structure and analytical method are quite different. The utilization of a questionnaire-based methodology is meant to

¹ This paper has been drafted by the Government of Sweden and draws in large part on responses to a follow-up questionnaire on policy and institutional coherence between migration and development that was distributed by Sweden to all GFMD focal points in June 2008. The aim of the follow-up questionnaire, which was slightly revised and shortened based on the answers received to the first questionnaire, was to gather additional information in order to present an overview of progress made, national experiences, and lessons learned regarding efforts to promote policy coherence on migration and development.

N.B.: When referring to the responses to the questionnaire, percentages given in this paper reflect only the group of States who responded, and thus should not be interpreted as fully representative or pertaining to all States. References to particular responses and States are meant to provide illustrative examples that are relevant to the issues at hand, and do not necessarily reflect individual States' responses to the questionnaire as a whole.

provide a broad overview of efforts to promote policy coherence in many different countries, representing all regions of the world. **Fifty-three** responses to the questionnaire were received, representing States from all regions. See *Annex I* for the questionnaire, *Annex II* for a list of the States who responded, and *Annex III* for a graphical representation of the results.

1. CONCEPTUAL FRAMEWORK

In the context of this paper and for the purposes of the discussion at Roundtable 3.2, **policy coherence** refers to the systematic development of mutually reinforcing policies and decisions across government departments and agencies, as well as the promotion of synergies between different policy areas of relevance for migration and development, with the aim to maximize the impact on development. Policy coherence requires that development policy-makers recognize the importance of migration for achieving desired development outcomes and that migration policy-makers understand and consider the development impacts of migration policies. Policy coherence necessitates close cooperation and coordination between relevant ministries, departments and/or agencies. There is also a need to increase awareness about divergent, even competing, interests and goals between policies at the national and the international levels and to find constructive ways to address these. The overall goal of policy coherence is to achieve a more effective pursuit of the objectives of *both* migration and development policy domains by raising awareness about competing interests and ensuring that positive synergies are identified and maximized.

2. EFFECTIVE PRACTICES

As an abstract notion or principle, policy coherence with regard to migration and development is relatively straightforward and logical. It makes intuitive sense that policies which have a bearing on one another, such as those for migration and development, should be formed in order to maximize positive synergies and minimize incoherencies. However, it requires careful and conscious planning to actually develop and successfully implement the institutional structures and mechanisms which create the preconditions for policy coherence.

The responses to the questionnaire that was distributed by Sweden in advance of the first meeting of the GFMD in Brussels provided a wealth of information on how States are working to achieve greater coherence between migration and development policies, as well as practice based on those policies. Again this year, States have provided many useful and illustrative examples of how they are working to ensure that positive synergies between migration and development are maximized. As was acknowledged in the background paper for Roundtable 3.2 prepared by Sweden in 2007, the variety and diversity of the responses clearly indicate that there is no single formula, tool or comprehensive plan of action for promoting synergies between migration and development policies. This is especially true given the fact that efforts to improve policy coherence involve stakeholders representing different areas of policymaking and are tied to particular political, social, economic and institutional contexts.

In order to facilitate comparison and analysis of progress made, the background paper prepared for Roundtable 3.2 in 2007 identified three main areas/elements which are essential in order to achieve policy coherence: 1) **political commitment**, 2) **institutional capacity and forms of collaboration (formal and informal)**, and 3) **financial, staff and other resources**. Efforts in all three areas are needed in order to improve policy coherence and the three are also interrelated. For instance, without a clear political commitment, it is unlikely that an institutional infrastructure will exist to facilitate policy coherence between migration and development. If such an infrastructure does exist but migration policy makers are not aware of the consequences their policymaking has on development and vice versa, then there will likely be no analytical basis for

identifying synergies. Finally, if both a strong political commitment and efficient infrastructure for cooperation exist but are not supported by adequate staff, financial and other resources, progress in achieving policy coherence will be difficult. These three areas have again been utilized in the current background paper in order to structure the analysis as well as to provide continuity and allow for comparability with the background paper prepared for the first GFMD-meeting in Brussels in 2007.

2.1 Political commitment

Political commitment is almost always a precondition for policy action. With regard to the migration and development nexus, political commitment presupposes a recognition of the positive links (as well as an acknowledgement of the possible negative links) between migration and development. It also requires political will to address migration as an issue in development-relevant policy areas, as well as to address development concerns in the formulation of migration policies. It may also signal an intention to dedicate specific human, financial and other resources to these issues. Political commitment can be manifested and communicated in a variety of ways, e.g. through a national policy plan, government declaration, official statement, etc.

Eighty-four percent of the States that responded to Sweden's follow-up questionnaire reported that their government have identified migration as an issue in development-relevant policy areas and **77%** of the States reported that development has been identified as an issue for migration policy.² It is evident that an increasing recognition of the positive synergies between migration and development (which have been borne out in numerous reports, conferences and political declarations) has stimulated political commitment from many States.

Approximately half (**26** out of **53**) of the States indicated they have a **national policy plan or strategy for migration and development**.³ In 2007, only 9 States out of 45 responded that they had such a national policy plan or strategy. Of those who responded that they did not yet have such a policy plan or strategy in place, **10** States responded that they intend to develop one within the next three years. A number of states mentioned that they have integrated migration in development policy, and development concerns in migration policies, in other ways. Many of these initiatives are included below in sections 2.1.1 and 2.1.2.

2.1.1 Inclusion of migration issues in national development and/or development cooperation policies

Eighty-four percent of the States responded that migration is identified as an issue in development-relevant policy areas. The acknowledgement of migration as an important issue in development-relevant policy areas can be manifested in a number of different ways. For instance, many countries recognize the consequences that migration can entail for their national

² While it is not possible to conclusively identify a general increasing trend towards more political commitment based on the results of the follow-up questionnaire (since not all States responded and since not all of those who responded last year responded this year), it is nonetheless interesting to note that six States that responded last year that they did *not* identify migration as an issue in development-relevant policy areas responded this year that they did. Moreover, seven of the States that reported last year that development had not been identified as an issue for migration policy responded this year that it had.

³ Argentina, Azerbaijan, Brazil, Burkina Faso, Colombia, Czech Republic, Guatemala, Ecuador, Egypt, France, Israel, Italy, Jamaica, Latvia, the Netherlands, Mauritius, Oman, the Philippines, Russian Federation, Slovakia, South Africa, the United Arab Emirates, the United Kingdom, and Zambia.

development, including both positive impacts, such as remittances and transfer of knowledge and skills, and negative impacts, such as brain drain. As discussed in the background paper for Roundtable 3.2 (and last year's background paper prepared by Sweden), several countries have incorporated or are beginning to incorporate migration issues into the development of national poverty reduction strategies (PRSPs).⁴ Many countries also encourage ties with members of their Diaspora in order to encourage and facilitate their contribution to development at home. A number of countries of destination facilitate the engagement of Diaspora efforts to promote development in their countries of origin. Several countries of origin are also developing and expanding efforts to engage members of the Diaspora in order to encourage and facilitate their contribution to development at home.

In their responses, several States (including **Colombia, Egypt, El Salvador, Ethiopia, Ghana, Haiti, Jamaica, Lesotho, Mauritius, the Philippines and Tanzania**) mentioned their efforts – or planned efforts - to strengthen ties with migrants and/or migrant communities living abroad. For example, one objective of the **Colombian** National Development Plan for 2002-2006 was to identify and strengthen ties with Colombian communities living in foreign countries and the identification of their activities and needs, reinforcing the relations between Colombian associations abroad with the support of the pertinent national agencies, providing social and legal assistance programs to Colombian residents living in foreign countries, exploring possible bilateral agreements on labor migration and social security and encouraging mechanisms that facilitate the transfer of remittances for Colombians. In **Jamaica**, an Overseas Department in the Ministry of Foreign Affairs and Foreign Trade responsible for creating linkages with the Jamaican Diaspora has been in place for the last 15 years. A Diaspora Foundation and a bi-annual conference for Diaspora groups have also been established in recent years.

In **Morocco**, an International Forum of Moroccan Competences Abroad (FINCOME) was created in 2006, which calls upon the various competencies of the Moroccan Diaspora and encourages their participation in development programs. In December 2007, a Council of the Moroccan community abroad was established, which seeks to provide advice on how best to reinforce the contributions of Moroccans abroad to the development of capacity in Morocco at the local, regional, and national level. In 1989, Morocco established the Al Amal Bank in order to promote investments by Moroccan nationals living abroad. The Hassan II Foundation also works to inform Moroccan nationals living abroad about investment opportunities in Morocco and provides assistance to migrants in the event of difficulties. **El Salvador** has instituted a program which seeks to harness the knowledge of Salvadorian entrepreneurs living abroad and support the economic development of Salvadorian communities through participation of the Diaspora in particular development-related projects. El Salvador also holds “presidential forums” which bring together the president of the Republic of El Salvador, government representatives and representatives of Salvadorian communities abroad in order to discuss and encourage engagement by the Diaspora. **Ethiopia** issues ID cards for individuals of Ethiopian origin in order to encourage them to participate in the development process of the country. Ethiopia also provides duty-free privileges for permanent returnees.

Mexico has implemented several programs to promote the development effects of remittances, one of which is called “Three per One”(3x1). This program has as its main objective to support migrants to materialize community and infrastructure projects. The program adds up the financial contributions of Home Town Associations. For each peso provided by the migrants, the Federal Government adds one, the State Government another peso and the Local Government another one

⁴ The main background paper prepared by the organizers of Roundtable 3.2 provides an extensive review of PRSPs that were submitted or revised since the Brussels GFMD.

to create a 3x1 structure. The Foreign Affairs Ministry, through the Institute of Mexicans Abroad has also implemented other programs to reduce the costs to send remittances. This institute is e.g. developing a Network of Mexican Talents that seeks to encourage Mexican professionals to maintain stronger links with their country of origin and to assist in technology business accelerator projects.

While encouraging voluntary return and engagement of the Diaspora is a priority for many countries, many States also include aspects of labor export strategies in their development-related plans. In the **Philippines**, for instance, overseas labor export was incorporated into the Government's Five-Year Development Plan in 1978 and has since become a regular feature of the country's five-year development strategies. The labor export industry has been systematically reorganized, regulated, supervised and promoted to meet the Government's development objectives. In **Jamaica**, one of the strategies of the national education and training plan for 2030 is to provide education and training for potential migrants that meet international standards.

Several States (**Argentina, Australia, Azerbaijan, Brazil, Israel, Latvia, Mauritius, Oman, South Africa, Sweden and Zambia**) mentioned the importance of inward labor migration to their own national economic development. **Argentina, Australia** and **Brazil** described the various contributions migrants make to their societies, including wealth and income generation, innovations, cultural development, productivity and growth and increased flexibility in the labor market. **Australia** mentioned that in broad terms, 1,000 new migrants contribute around \$10 million net to the Government budget over the first four years – a benefit that is the result of coherent and comprehensive migration policies.

A number of States (**Colombia, Guatemala, Lesotho and the Philippines**) also mentioned their efforts to provide assistance to and secure the rights of their migrants abroad.

Many countries are also incorporating migration issues into their national development cooperation policies and/or strategies. In **Switzerland**, the Swiss Development and Cooperation has retained migration as one of ten priority themes. In March 2008, the **Swedish** Government submitted a Communication to Parliament which marked a new departure in Sweden's Policy for Global Development (which dates from 2003). Migration is identified as one of six global challenges to meet the overall Swedish development policy goal, i.e. to contribute to equitable and sustainable global development. The Government describes the migration and development nexus and commits itself e.g. to strive to increase mobility for labor migrants and to avoid – to the extent possible – barriers to voluntary return and re-immigration (for instance through the impending labor migration reform), increase knowledge about Diaspora groups in Sweden and more actively support their contribution to development, to encourage safer and cheaper channels for remittances, and to support activities that can encourage entrepreneurship among migrants in Sweden who wish to contribute to development in their countries of origin. In 2006, the inter-ministerial committee of the International Cooperation and Development (CICID) in **France** included *codéveloppement* as a priority in policy areas relating to development. In 2007, the establishment of a new Ministry for Immigration, Integration, National Identity and Codéveloppement with a separate budget reinforced the inclusion of migration issues in fields related to development.

Migration is also included among the priorities of the **Danish** Government for Danish development assistance. In the paper *A World for All: Priorities of the Danish Government for Danish Development Assistance 2008-2012*, it is declared that the development policy will strengthen the political focus on the links between migration and development, with the dual aim of tackling the growing challenges presented by migration and more effectively deriving benefits

from its opportunities. In the **United Kingdom**, DFID is working to take forward the policy on migration and development articulated in the policy document ‘Moving out of poverty – making migration work better for poor people’ (2007), especially through developing “how to” guidelines for staff for implementation, and supporting country offices who are looking at migration from a developmental perspective. The **Norwegian** Minister of International Development has established a specific project on migration and development lead by the Ministry of Foreign Affairs. In addition, migration is highlighted in several parts of the budget for development aid. Migration is also regularly identified as an important issue in analysis undertaken by and for the **Australian** aid program.

In **Jamaica**, international migration is included in the National Population Policy and migration is being promoted as a development tool in the 2030 Population Development Plan. In **Spain**, a strategy for migration and development has been included in the strategy document for Spanish development cooperation. **Haiti** explained that, as a prominent country of origin, it is unthinkable to differentiate migration issues from development issues and vice versa. Every national strategy for migration must be included in the larger development context. This is made clear in a document on migration policy by an inter-ministerial group. In **Finland**, the commitment of migration-development coherence is stated in both migration policy and development policy programs. In **Greece**, this is done through specific actions, for instance in the education sector, in efforts to combat trafficking in human beings, as well as through specific development cooperation projects.

Migration was also identified as important for development cooperation in **Latvia**, and the **Czech Republic**. **Estonia** has in their Strategy for Development Co-operation and Humanitarian Aid 2006-2010 identified migration as one of the policy areas having an impact on development. **Hungary** reported that in their revised development strategy, migration will be taken into account.

2.1.2 Inclusion of development as an issue in migration/admission policy

A majority of States (77%) responded that development is identified as an issue in migration policy. This includes taking into account the potential development consequences – both positive and negative – of migration policies and actions (such as those relating to admissions and labor migration) and/or designing migration policies in such a way that positive development impacts are maximized in developing countries. It also involves finding ways to engage members of the Diaspora and encourage investments from migrants abroad. For many States, it also involves supporting migrants in finding suitable employment.

Several countries (including **Australia**, the **Netherlands**, **Norway** and **Sweden**) mentioned that development concerns for countries of origin are taken into consideration when formulating national strategies for labor migration. In **Australia**, the recent pilot seasonal worker scheme for Pacific island countries reflects the priority given to providing opportunities for employment, accumulation of skills and income generation to developing countries in the region. The **Netherlands** is increasingly taking into consideration the development effects of new policies on labor migration. They also have experience with voluntary return policies aimed at sustainable return and with temporary voluntary return of qualified nationals. In **Norway’s** new policy report on labor migration, a special chapter is devoted to discussing dilemmas such as the recruitment of health workers from countries of origin suffering from brain drain. In the development of **Sweden’s** proposal for a new labor migration reform to be enacted in December 2008, migration and development aspects were taken into account. In addition to creating a non-sectoral, demand-driven system which allows for permanent residency after only four years of work and residency

in Sweden, the reform will allow labor migrants who have received temporary or permanent work permits to leave Sweden for up to 12 months without this affecting their residency status. This security may help to promote mobility for migrants, both for those who intend to stay for only a short period and those who wish to stay and work in Sweden for longer periods. The **United Kingdom** mentioned its commitment to monitoring the effect of migration policies on developing countries.

In 2007, **Portugal** approved a new Immigration Law which promotes synergies between migration and development within which, for the first time, circular migration is recognized. In addition, under the National Plan for Migrant Integration approved by the Council of Ministers last year, measures are envisaged to promote better quality services and lower transfer costs for remittances transfer systems and to foster information dissemination to migrants, to encourage the promotion of programs that stimulate the return of scholarship students and circular migration, and to encourage entrepreneurship through investment support programs in countries of origin. The **Danish** Ministry of Refugee, Immigration and Integration Affairs is currently considering whether to set up a circular migration scheme that will contribute to development by e.g. promoting the transfer of skills and knowledge to countries of origin. **Belgium** finances programs to involve Diaspora groups in the development of countries of origin and in particular recognizes remittances contribution to development. In **France**, the new Ministry for Migration, Integration, National identity and Codéveloppement has initiated consultation processes with countries of origin in order to form bilateral agreements. Conceived in a holistic way, the agreements comprise a component on legal migration, a component devoted to fighting clandestine migration and another one devoted to codéveloppement. During the past two years, five agreements have been signed with Senegal, Gabon, the Democratic Republic of Congo, Benin and Tunisia. In **Italy**, the Director General for Development Cooperation at the Ministry of Foreign Affairs has launched, on behalf of IOM, a project aimed at enhancing the role of expatriates in the socio-economic growth of their countries of origin with the initiative “Migration for Development in Africa” (MIDA Ghana/Senegal). The target of the project is to facilitate and enhance co-development initiatives and to channel remittances to businesses, development and social projects in countries of origin.

Several countries are also pursuing labor export strategies or circular migration schemes which take into account the positive synergies between migration and development. **Mauritius** is developing a circular migration project where migrants are expected to work abroad for a specific number of years, and to invest in small and medium enterprises (SMEs) or contribute to the development of Mauritius in some other way upon their return. In addition, a Human Resources Development (HRD) plan has been formulated, in which human resource needs and the export potential of Mauritian workers have been identified. Recognizing the significant contributions of Filipino migrants workers on a personal, community and national level, the **Philippines** established a national reintegration program which seeks to optimize the developmental benefits of overseas employment. Through the National Reintegration Center for Overseas Filipino Workers (NRCO), the assets and skills that migrants acquire could be channeled to better use. The Ministry of Labor in **Tanzania** has established a cross-border placement unit, the main function of which is to assist job seekers from Tanzania in acquiring employment in other countries and to encourage Tanzanians living abroad to provide remittances. Discussions are also underway to allow for dual citizenship in order to attract more investments from Tanzanians living abroad.

In **Oman**, visa and work permit policies are drafted in accordance with the characteristics of the development path and in particular the development of the labor market and its requirements. **Ghana** is working on developing a labor policy that recognizes the development role of labor

migration (while acknowledging the negative impact on the health sector). In **Argentina**, policies are geared towards maximizing the development impact of newcomers, which is reflected in easy access to documentation and regularization provided to citizens from the most popular countries of origin (in particular from countries within MERCOSUR). The National Migration Law specifically recognizes the value of immigrant contributions to development and grants migrants, regardless of migratory status, full access to all public goods and services on equal footing with nationals. In order to maximize the impact migrants have on society, many Municipal and Provincial Constitutions grant temporary and permanent residents the right vote and to be elected at the Municipal and Provincial levels, allowing them to become politically empowered.

In **Zambia** as well, the importance of designing appropriate migration policies in order to support labor immigrants and their contribution to broader-based economic growth has been recognized. In 2005, the steering committee of the Private Sector Development Reform Programme in Zambia prioritized the removal of complex immigration procedures as a way of facilitating the development of business (including reducing or removing administrative barriers in the processing and issuance of visas, employment, temporary, student and residence permits). In **Colombia**, one of the main objectives in the formulation of the Integral Migration Policy (IMP) is to strengthen the ties with Colombians abroad, recognizing them as a vital part of the nation and formulating public policies for them. The Government of Colombia considers migrants and their families as development agents for both their countries of origin and destination. In designing this policy, the Government has decided to consult with academics at the National University, with Colombians abroad, private and public institutions, as well as international and nongovernmental organizations in order make it as coherent as possible. In order to develop the skills of the work force in the country, **Israel** initiates employment programs for labor immigration.

In **Switzerland**, the nexus between development and migration has been included since 1997 in 21 voluntary return programs. The strategy is to link the safe and voluntary return of individuals with development projects in view of assisting a permanent re-integration and preventing irregular movements. In addition the new alien law foresees the possibility to establish migration partnerships, which comparable to the second generation migration agreements of **Spain** and **France** or the mobility partnerships being established by the EU.

In **Cyprus**, where development cooperation policy has only indirect linkages to migration, migration and development synergies are nonetheless evident in a number of practices, even if these do not fall within a specific policy coherence framework. These include access to the labor market (work permits granted for up to four years, enabling skills-acquisition, knowledge transfer, and transmission of remittances), the granting of scholarships to students from a changing group of countries from Africa, Central Asia and the Middle East and granting all non-EU students at private sector universities and colleges the right to 20hr/week employment, allowing them to receive practical paid training which contributes to their level of expertise and experience upon graduation, when it is time to return to their countries.

2.2 Institutional capacity and forms of collaboration (formal and informal)

As in the survey conducted in 2007, the responses to the questionnaire indicate that there is a wide range of different institutional arrangements to address the migration and development nexus. **Seventy-nine percent** of the States that responded indicated that they have a particular unit or department in charge of coordinating work on migration and development in their respective ministries, departments and/or agencies, and **73%** States responded that they have

established focal points⁵ for migration and development within these structures. However, the number and types of ministries, departments and agencies involved, as well as the forms of collaboration between them, vary considerably among States and cannot be adequately summarized in this paper. Units, departments and directorates working on migration and development are found within the foreign ministries of most States, but many other ministries (including ministries of labor and employment, finance, development, interior and justice) are also involved.

A majority of States (**67%**) responded that the establishment of focal points for migration and development within relevant parts of the government structure have been helpful in achieving greater policy and institutional coherence. In the **Czech Republic**, it has enabled greater coherence with regard to mutual information on activities conducted in this field. In **Brazil**, it has helped to avoid duplication and inconsistencies in the policies carried out. In **Colombia**, the collaboration between the members of the Intersectoral Migration Commission has helped to clarify the objectives of the planned Integral Migration Policy and has allowed for coordinating different institutional dynamics. In **Norway**, focal points have been especially useful in the development of labor migration policies, for example in dealing with the issue of recruitment of health workers from developing countries. In **Portugal**, the institutional structures established for inter-ministerial coordination, coordinating departments and focal points meet regularly to discuss and prepare national positions on migration and development issues, which contributes to increasing mutual understanding and awareness of the different concerns and interests of the two policy areas.

Switzerland noted that more important than having focal points is to have institutionalized platforms where aspects of the migration and development nexus are discussed and where policy decisions are taken. In the **United Kingdom**, the existence of dedicated migration teams or sections in three departments within Government with a leading interest in international migration has contributed to greater policy coherence. Considerable regular consultation between officials has helped to bring together different national objectives (such as commitments to poverty reduction and the achievement of the Millennium Development Goals) in a common national position that takes full account of different interests and commitments. In the UK's experience, policy coherence is not an end-point but rather a constant process of seeking to ensure that different policy interests are represented coherently in a common position, a process in which good consultation between different government departments is essential. **Cameroon** reported that the creation of a national focal point at the level of Secretary-General of a ministry as well as the inclusion of the issue of migration and development on the agenda of the Council of Ministries constitute important progress. **Japan** has created focal points/sections for migration and development in the Ministry of Foreign Affairs and the Ministry of Health, Labor and Welfare, which have contributed to greater policy and institutional coherence.

Most States (**73%**) felt that the creation of a focal point specifically for the GFMD has contributed to achieving and/or launching improved consultations on migration and development within government.

Seventy-seven percent of States responded that those responsible for migration policy and development policy have formal consultations with one another. These formal consultations occur for most States monthly or every 1-3 months; however many States also responded that they have monthly consultations. **Eighty-two percent** of States responded that those responsible for

⁵ States were asked to not include the focal points created for the preparation of the GFMD if these focal points are only in charge of receiving and disseminating information relating to the GFMD.

migration policy and development policy have informal consultations with one another. There is no clear uniformity in the responses on the frequency of these consultations; as many States responded that they have daily consultations as weekly, monthly and every 1-3 months.

2.2.1 Progress made regarding consultative processes and identification of obstacles to effective consultation

Based on the responses to the questionnaire, significant progress appears to have been made during the last year (as well as within recent years) with regard to consultative processes to address the links between migration and development.

In **Belgium**, the principle of taking into account different aspects of migration in decisions on Belgian development cooperation has been expressed in a communication from the Director General for Aid Cooperation. In **Denmark**, the Government is considering establishing an inter-ministerial task force related to the external aspects of international migration in order to increase information sharing and to ensure an efficient coordination of positions and cooperation between the different ministries involved. In **Australia**, consultative processes have been enhanced during the past year by the formation of an interdepartmental committee (comprising of high-level officials from relevant Government agencies, including those responsible for migration and development) specifically relating to their Pacific seasonal worker scheme. **Spain** has created a new General Secretariat for Consular and Migratory affairs within the Ministry of Foreign Affairs and Cooperation that will contribute to improve coordination and communication between departments concerned with migration issues. **Portugal** explained that progress has been made, but that more systematic coordination could take place based on a shared strategic plan. Portugal also mentioned that establishing multidisciplinary teams within the different departments of the different ministries could be useful, as well as establishing a formal network for information sharing involving a range of stakeholders from government and non-government organizations.

Egypt has developed a high committee for migration as well as offices dealing with the concerns of Egyptian migrants abroad. In **Mauritius**, the Prime Minister's Office has set up a unit to devise a policy on migration which includes various ministries concerned with migration issues. A migration division has also been set up at the Ministry of Finance and Economic Development to develop migration programs with countries of destination. In addition, Mauritius has established a National Empowerment Foundation (NEF), the goals of which are to secure viable employment and provide pre-departure training, encourage entrepreneurship, provide support to low-income households, to enhance education in the most vulnerable households and to oversee the implementation of the circular migration pilot program. In **Azerbaijan**, a State Migration Service was set up in 2007 with the responsibility for implementing migration policy, managing migration processes, as well as coordinating activities of relevant governmental bodies and international cooperation. In **Togo**, an inter-ministerial committee has been created bringing together actors working in the fields of development cooperation, foreign affairs, regional administration, security, labor, human rights, higher education and civil society. Plans to strengthen the technical and organizational capacity of this inter-ministerial committee intends to improve the consultation processes. An information program to raise awareness among civil servants and civil society actors of international migration issues is also being planned. In **Ghana** this year, the Office of the President has given its support for the establishment of an Inter-Ministerial Standing Committee on Migration to promote the development impact of migration. The **Ivory Coast** mentioned that the establishment of a formal inter-ministerial group responsible for migration and development issues would hopefully lead to increased synergies, since the current structures tend to be autonomous of one another.

In **Argentina**, inter-ministerial consultation has been established between the National Direction of Migrations (the Immigration Service of Argentina) and the Foreign Ministry. Including the National Council on Population, an agency under the Ministry of Interior, in the formal consultation processes (informal contacts do exist) would help increase coherence. In **Ecuador**, the creation of a National Plan for Human Development for Migration and the National Secretariat of the Migrant has institutionalized the political will to address migration in a thorough manner. The Secretariat also guarantees continuity for future governments. In **Lithuania**, a Development Cooperation Intergovernmental Commission was established in 2008 consisting of high-level officials responsible for the Policy Coherence for Development, which includes issues of migration and development. **Thailand** mentioned that the consultative process within the Foreign Ministry has progressed steadily, but there is a need for migration and development issues to have increased resonance within other relevant ministries and agencies. Once this is established, there will be few structural obstacles for effective consultations.

As far as obstacles to effective consultation are concerned, a number of State mentioned lack of capacity (**Ethiopia** and **Lesotho**) and lack of a comprehensive migration policy (**Ethiopia** and **Jamaica**) as significant challenges. **Togo** mentioned the fact that information regarding migration and development could be more effective at the national level and be spread more widely. **Lesotho** mentioned that despite the fact that there are consultations for preparations for meetings, people working in different policy areas tend to go back to their old turf afterwards. Additional capacity and knowledge is needed. **Zambia** mentioned that there is a need to enhance coordination and dissemination of migration statistics amongst various stakeholders, including ministries. **Morocco** mentioned that the only way to improve the consultation process would be to create an official mechanism for coordination with regard to migration and development or to reinforce an existing structure.

Several states mentioned that no significant progress or changes have been made with regard to consultative processes during the past year, either because these processes are operating satisfactorily or because they are steadily improving. The responses from a number of States also indicated that consultative processes and collaboration can be enhanced by the development of a *shared* national strategic plan for migration and development. By clearly identifying which departments and/or agencies are responsible for implementing the different parts of a comprehensive national policy or plan, a sense of “ownership” for the various areas and initiatives can be created among the different stakeholders.

2.3 Financial, staff and other resources

As was emphasized in the background paper for Roundtable 3.2 in 2007, adequate staff, financial and other resources are necessary preconditions for migration and development policies to be made more coherent, as are mechanisms and instruments to measure progress and identify obstacles to policy coherence. In addition to supporting/maintaining an institutional structure that promotes policy coherence, adequate budgetary and human resources are of course also needed in order to implement specific migration and development-related projects. Moreover, adequate knowledge of the positive interlinkages between migration and development, as well as awareness about the possible negative linkages and contradicting objectives, is a key condition for integrating migration into development planning processes and for effective decision-making.

As was the case last year, just over half (**32** out of **53**) of the responding States reported that they have staff, financial or other resources available to specifically address links between migration and development as well as improved coherence with regard to policy planning. Several of the States who responded that they do not have such resources explained that more financial, human,

technical and institutional resources are needed. Even a few of the countries who responded that resources are available to specifically address links between migration and development explained that additional staff and financial allocations are needed.

15 States (Azerbaijan, Belgium, Colombia, Czech Republic, Ecuador, Egypt, France, Ghana, Guatemala, Israel, the Netherlands, Mauritius, Portugal, Sri Lanka and Switzerland) responded that they have established a co-managed migration and development budget line or intend to do so within the next three years. In the **Russian Federation**, this issue is under consideration.

In **Egypt**, a specific budget has been used to establish new and improve existing training centers, and to assist youth in establishing micro-projects. However, there is still a need for financial and technical support from external institutions. **Mauritius** has recognized that they will need to strengthen relevant divisions at different ministries involved with migration in order to cope with the increasing demand for both immigration and emigration. High priority must be given to capacity building, technical assistance and training. In **Guatemala**, the Ministry of Foreign Affairs has a budget line specifically designed to provide assistance to national migrant programs. In **Belgium**, the migration and development budget line is administered by the Belgium development cooperation agency, but all decisions concerning funding are made together with the migration service. In the **Netherlands**, a migration and development budget line has been used to promote voluntary return and reintegration, temporary return of qualified nationals, migration management, policy development and participation of the Diaspora.

Switzerland, which also has a budget line for assisted voluntary return programs, is discussing the establishment of an additional budget line entirely focused on migration and development. In **Greece**, the new Five-year Development Cooperation Plan, which is still under consideration, will include relevant allocations managed by the Ministry of Foreign Affairs. In **France**, the finance legislation established “Aide Publique au Développement” (APD) which comprises three financial programs, one under the Ministry for Foreign and European Affairs, one under the Ministry for Economy and Finance and one under the Ministry for Migration, Integration, National Identity and Développement. **Ghana** reported that a co-managed migration and development budget line could be set up once migration has been mainstreamed into the national development agenda. **Azerbaijan** mentioned that human resources are available to the State Migration Service and other governmental agencies to address links between migration and development, but that it is crucial to improve the knowledge of the individuals dealing with these issues. In the **Czech Republic**, a special budget line for migration exists within the development assistance budget of the Ministry for Foreign Affairs. Within the Ministry of the Interior, there is a special budget line for migration projects in third countries. The **Netherlands, Norway, and Switzerland** mentioned funds available for voluntary return and reintegration of migrants.

3. BILATERAL, REGIONAL AND INTERNATIONAL COLLABORATION

Bilateral, regional and international initiatives to promote policy coherence between migration and development exist beyond the national level. As migration is an inherently transnational issue, consultation, cooperation and collaboration among national governments, as well as among multilateral organizations active in the fields of migration and development, are crucial for devising policy strategies aimed at addressing the multifaceted aspects of migration in order to enhance the development impact of migration.⁶

⁶ IOM Brussels, <http://www.migrationdevelopment.org/index.php?id=30>.

As was the case last year, several States mentioned bilateral cooperation with one or several other countries in areas relating to migration and development issues. Several States also mentioned that they are engaged in discussions and strategic planning processes within regional economic and political frameworks, such as the Arab Gulf Cooperation Council, Association of Southeast Asian Nations (ASEAN), Caribbean Community (CARICOM), Common Market for Eastern and Southern Africa (COMESA), Economic Community of West African States (ECOWAS), Economic Community of Central African States (CEEAC), European Union (EU), South African Development Community (SADC) and the Southern Common Market (MERCOSUR).

A number of States mentioned the ongoing consultations within **ECOWAS** aimed at adopting a common policy for migration and development in West Africa. The objective is to examine how the gains of intra-regional mobility can be promoted and free movement within ECOWAS can be guaranteed, how mobility and local development in departure zones and other potential host areas can be encouraged, how legal migration to third countries can be optimized, how irregular migration can be effectively brought under control, how to protect the rights of migrants and asylum seekers, and how to include the gender dimension in migration policies. Several States also mentioned the adoption of a Protocol on Free Movement of Persons and the Right of Residence and Establishment by the Member States of ECOWAS in 1979. As Argentina mentioned, the **South American Conference on Migration** which was set up by the Ministries of Foreign Affairs in June 2000 to promote the discussion of migration at the regional level in a non-binding, best-practice oriented fashion bore fruit in December 2002 when the MERCOSUR nations launched the Agreement on Freedom of Residence that grants every MERCOSUR citizen the right to residency in the countries of MERCOSUR of which he or she is not a national of.

As mentioned in the background paper prepared by the co-leaders of Roundtable 3.2, the Council of the **European Union** has recognized the importance of coherence between migration and development policy, including by publishing a report in September 2007 on Policy Coherence for Development which highlights the interactions and complementarities between development policy and twelve other internal and external EU policies that have an impact on developing countries, including migration. During the last decade, the need for a common European immigration policy with an integrated approach and a global scope and to work with third countries in a spirit of partnership, solidarity and shared responsibility has been widely recognized and encouraged by the European Commission and the EU's Member States. In December 2005, the European Council adopted the **Global Approach to Migration**, which constitutes an overarching strategy for how the EU works in dialog and partnership with third countries within the areas of legal migration, illegal migration (including trafficking), asylum, as well as migration and development. The Global Approach aims to formulate comprehensive and coherent policies that address the broad range of migration-related issues, bringing together different policy areas. By developing and launching various cooperation mechanisms such as migration profiles, migration missions, cooperation platforms for migration and development and mobility partnerships, the Global Approach has helped to increase policy coherence, both between EU Member States and between the EU and third countries. Common interests and challenges have been identified with regard to migration, coordination of activities has been improved and synergies have been utilized.

Several States mentioned the importance of the **EU-Africa cooperation processes**, including the Rabat- and Tripoli processes on migration and development initiated in 2006. These processes have contributed in generating further political commitment to the cooperation between the two regions in the areas of migration and development.

Several **Regional Consultative Processes** (RCPs) have also been established covering most regions of the world, where government representatives engage in informal and non-binding dialogue on migration-related issues of common interest and concern, such as migration and development, labor migration, social integration, smuggling and trafficking in persons and the protection of migrants' rights. **Australia** stressed the importance of Regional Consultative Processes as a practical and effective way for States to address migration and development issues.

At the global level, the **IOM's International Dialogue on Migration** (IDM) aims to provide a forum for IOM Member States and observers to identify and discuss key issues and challenges in the field of international migration, to contribute to a better understanding of migration and to strengthen cooperative mechanisms between governments in order to comprehensively and effectively address migration issues. The 2005 IDM was dedicated to the question of policy coherence in the field of migration and development. Building upon the conclusions of the IDM Intersessional Workshop on Migration and Development co-organized in February 2005 by IOM, the UK Department for International Development (DFID) and the Netherlands Ministry of Foreign Affairs, the 2005 IDM gave particular focus on the importance for national governments to design, cooperatively with other states (i.e. host, home and transit countries) and non-state actors, coherent policy strategies linking migration to development in a mutually beneficial way.⁷

A vast majority of the respondents (**90%**) saw a role for international organizations to assist in achieving greater policy coherence between migration and development policies on national and international levels. Many organizations were mentioned, including the UN, ILO, IOM, World Bank and the Global Migration Group. A few States also mentioned that they felt the United Nations should have a stronger role in the field of migration and development. Many States mentioned in particular the importance of international organizations' financial, technical and capacity-building support. Others mentioned the important role that international organizations play in disseminating knowledge and good practices for policy coherence (as well as assisting national governments to develop policies and institutional frameworks to achieve greater coherence), making policy recommendations, bringing together policy-makers and facilitating discussion and debate, raising awareness of migration and development issues, conducting research, and following migration and development trends.

4. RECOMMENDATIONS AND FOLLOW-UP

A set of questions are provided in the background paper prepared by the co-leaders of Roundtable 3.2, which should be used to guide the discussion. One issue that has been stressed in this paper and that may also be considered during the roundtable discussion is how to develop shared national strategic plans for migration and development that ensures ownership among different ministries and/or departments.

As a follow-up, the following recommendations may be considered during the discussion during Roundtable 3.2:

- Policy coherence between migration and development is the foundation for the discussion within GFMD. The issue of policy coherence should therefore be kept on the agenda for the next GFMD-meeting.
- The wealth of information provided in the responses to the questionnaire would without any doubt be of great use to GFMD-participants. A platform to share good practices and

⁷ Ibid.

lessons learned should therefore be created. Examples of good practices and lessons learned could be posted on the GFMD-website. Alternatively, the answers to the questionnaire could be posted on the GFMD-website with contact information for those States interested in further information.