

“Enhancing the human development of migrants and their contribution to the development of communities and states”

Second Meeting of the Steering Group

**Palais des Nations, Geneva, Room XVII
27 April 2012; 10.00 to 13.00 hrs**

Chair: Mr. Ali Mansoor, Mauritius GFMD Chair

Attendance: Argentina, Australia, Belgium, Canada, Ecuador, Egypt, France, Germany, Ghana, Greece, India, Indonesia, Japan, Kenya, Republic of Korea, Mauritius, Mexico, Morocco, Netherlands, Norway, Philippines, Portugal, Qatar, South Africa, Spain, Sweden, Switzerland, Thailand, Turkey, United Arab Emirates, United Kingdom, United States of America (32 out of 37 Steering Group Members)

Mauritian GFMD Taskforce: Amb. Shree B.C. Servansing, Mr. Adam Koodoruth, Dr. Rolph Jenny, Dr. Irena Omelaniuk, Mr. Chukwu-Emeka Chikezie, Ms. Elizabeth Adjei, Ms. Estrella Lajom, Ms Anja Klug, Ms Christel Adamou

Report of the Proceedings

1. Welcoming Remarks

Mr. Ali Mansoor, Mauritius GFMD 2012, welcomed 57 delegates representing 32 states and 2 observer members of the GFMD Steering Group. On the podium, the Chair was joined by the Special Representative of the UN Secretary General for Migration and Development (SRSG), Sir Peter Sutherland.

2. Adoption of the Agenda

The Provisional Agenda was duly adopted.

3. GFMD 2012 Work Program

a) Update on the Roundtable Sessions

The GFMD 2012 Chair reported that the Roundtable preparations were all on track, owing to the good collaboration between the Roundtable Coordinators, the governments and expert partner organizations.

Below is an overview of the state of play of each RT session, based on the report of the RT Coordinators and/or RT Co-chairs, as well as reactions from the floor.

Roundtable 1: Circulating Labour for Inclusive Development

RT Coordinators: Dr. Irena Omelaniuk and Mr. Salomon Samen

In Roundtable (RT) 1¹ on "*Circulating Labour for Inclusive Development*", the first Session on "*Beyond-the-border Skills and Jobs for Human Development*" continues the traditional debate of the GFMD on labour mobility but with a specific and sharper focus on skills and job matching as tools for development. The session is co-chaired by Mauritius and the UAE, with team members Bangladesh, Costa Rica, France, Germany, Philippines, Sweden and Switzerland. The RT is supported by ILO and IOM. A final concept note has been agreed and posted on the GFMD web portal, which will inform the RT 1.1 background paper to be drafted by two experts from the UAE National Qualifications Authority. The RT 1.1 session aims to improve the knowledge skills and employment prospects of persons seeking to work abroad, and when they return home, particularly in the context of temporary and circulatory forms of overseas contract work. It will identify effective models of vocational training, skills enhancement and skills recognition both for the purpose of human resource development and employment opportunities at home and to assure better job matching abroad. To support the preparatory work of this RT session, Switzerland has proposed to the Co-chairs UAE and Mauritius to consider co-organizing a workshop on skills development and job matching in Asia.

RT session 1.2 on "*Supporting Migrants and Diaspora as Agents of Socioeconomic Change*" complements RT session 1.1. It will examine some practical ways to support the potential, abilities and interests of migrants and diaspora to contribute to the development effort of their countries of origin. It will have a special focus on business and entrepreneurship, and the partnerships, networks, mechanisms and incentives that can foster public-private partnerships (PPP) which, in turn, can help migrants leverage their assets and their interest in development back home. The session is co-chaired by France, Morocco and Kenya, and includes the Governments of Belgium, El Salvador, Germany, Ghana, Jamaica, Madagascar, Mali, Netherlands, South Africa, Spain and Switzerland as team members. It benefits from the technical support of ILO, IOM, World Bank and IFAD. The Co-chairs agreed that the World Bank and IOM would be approached to jointly draft the background paper based on the concept note, which has already been finalized and posted on the GFMD web portal.

Roundtable 2: Factoring Migration into Development Planning

RT Coordinator: Dr. Rolph Jenny and Mr. Viraj Ghoorah

The second Roundtable² on "*Factoring Migration into Development Planning*" aims at deepening the understanding of planning tools available to governments to factor migration into development planning and pursue more coherent and effective migration and development policies. RT session 2.1 on "*Supporting National Development through Migration Mainstreaming Processes, Extended Migration Profiles and Poverty Reduction Strategies*" will take stock of concrete experiences challenges faced, by governments that are actively engaged in implementing these planning tools. The session is co-chaired by Switzerland and Morocco. Mali has not confirmed. Team members are Sweden, Madagascar, Niger and Nigeria. The background paper will draw inputs from expert agencies such as the EU, UNDP, IOM and ICMPD, and also from academic experts. In

¹ The RT 1.1 and RT 1.2 updates were given by Dr. Irena Omelaniuk, senior adviser to the GFMD 2012 Chair. She coordinates RT 1 together with Dr. Salomon Samen of the Republic of Mauritius.

² The RT 2.1 and RT 2.2 updates were given by Dr. Rolph K Jenny, senior adviser to the GFMD 2012 Chair. He acts as Coordinator of RT 2, together with Mr. Viraj Ghoorah of the Republic of Mauritius.

addition, the Working Group on Policy Coherence, Data and Research will organize two important events that will feed into the RT preparation – i.e. a) the above-mentioned workshop on *Factoring Migration into Development Planning* (12-13 June in Mauritius) and b) a workshop on *"Policy and Institutional Coherence"* (26 June in Brussels). Switzerland has offered financial assistance for both workshops. The latter workshop will follow up on earlier activities of the GFMD, particularly the global survey on “Policy and Institutional Coherence” conducted by Sweden in 2007 and 2008, and similar surveys carried out by the Policy Coherence WG. It will examine how governments organize themselves – both in terms of programs and policies, as well as institutional arrangements within the government – in order to develop coherent migration and development policies. Finally, in view of the rather small membership of the RT 2.1 session team, a call was made for other governments to step forward as members, in particular the current mainstreaming pilot project countries.

RT session 2.2 deals with the issue “*Addressing South-South Migration and Development Policies.*” It aims to shed more light on migrant stocks in developing countries and the various causes that underlie the movements between developing countries. It will also address South-South movements spurred by environmental factors. A key issue will be migration governance capacity, as well as labour mobility in the South/South context. The session is co-chaired by Bangladesh and Ghana, with team members Argentina, Ethiopia, Kenya, Mauritius, Niger, Nigeria, Switzerland and the United Kingdom. It enjoys the technical support of IOM, UNDESA, EU and the World Bank. The background paper will be developed by IOM, with support from UNDESA, ACP and other experts, based on the final concept note that has been published on the GFMD web portal. In support of this RT session, Switzerland has also proposed to organize a workshop in West Africa, in September or October, which will follow up on the successful meeting on South-South labour migration held in Abuja in 2011.

Roundtable 3³: Managing Migration and Perceptions of Migration for Development Outcomes

RT Coordinator: Mr. Chukwu-Emeka Chikezie for RT 3.1 and 3.2 and Ms. Elizabeth Adjei for RT 3.3

RT session 3.1 on *"Improving Public Perception of Migrants and Migration"* is co-chaired by Canada, Mexico and the Russian Federation. The government team is comprised of Argentina, Netherlands, Philippines, Portugal, Turkey and USA. Its non-governmental partners include IFRC, OHCHR and IOM. The session will examine and challenge our assumptions about the perception of migration and migrants – regular and irregular -- at different stages of the migration lifecycle and also in the context of countries of origin, transit and destination. It will draw on the lessons learned from the Common Space in 2010, where the important role of political leadership was underscored in terms of not only shaping perception but also responding to xenophobic tendencies. The RT 3.1 concept note will be finalized soon, and the production of the background paper is currently under discussion by the team.

RT session 3.2 on “*Migrant Protection and Migration Management*” is co-chaired by Australia and Ethiopia, with team members Bangladesh, Indonesia, Netherlands, Philippines and the USA. UNHCR, OHCHR and IOM have offered to provide technical

³ For the RT 3 sessions, the RT session updates were given by the following: Mr. Chukwu Emeka-Chikezie on RT session 3.1, Co-chair Australia on RT session 3.2, and Ms. Elizabeth Adjei on RT 3.3.

support. The session will explore the dimensions of migrant protection and migration management. To bring a very practical element into a rather broad roundtable topic, it will identify some key case studies or scenarios on migrant protection interventions or challenges and look at some toolkits that may be available to governments in managing migration and addressing migrant protection challenges. The team is exploring new ways of organizing a more dynamic session than the usual RT set up in previous years. Arrangements for drafting the background paper have been made, and the team will continue to consult via e-mail in order to finish the draft outline in the coming weeks.

RT session 3.3 on “*Protecting Migrant Domestic Workers – Enhancing their Development Potential*” was born out of the discussions of the Steering Group and the Friends of the Forum in February, when governments took the decision to maintain three Roundtables instead of four, by mainstreaming the gender theme (RT 4.1) into other RTs and giving special attention to the Migrant Domestic Worker theme (RT 4.2) as a new session under RT 3. The team is co-chaired by Philippines and Turkey, and includes Belgium, Ecuador, Ghana, Jamaica, Mexico, South Africa and USA. It is also supported by the ILO, IOM and UN Women. The session will delve deeper into the issue of protecting migrant’s human and labour rights, with a special focus on migrant domestic care workers. It will bring evidence on how the contribution of migrant domestic workers could be a win-win situation for both the average middle class families who can afford to get support and care and for the domestic workers who enjoy decent jobs and are able to send remittances to their families. Against the framework of the recently adopted ILO convention, the session will look explore? how countries can adopt additional legislation and policies and realign their national laws to enhance migrant domestic workers’ protection. It will seek to identify some of the challenges that countries face in the ratification of the ILO convention and explore how states can be supported by their national communities in this regard. It will also examine some very practical mechanisms that can be put in place to protect domestic care workers and their families prior to their departure, on site, and also upon their return. Such measures include monitoring of recruitment agencies, access to visa, work permits, labor migration laws and social security mechanisms. A draft of the concept paper was earlier posted on the web portal, showing concrete, realistic objectives and achievable outcomes; it will now be finalized after the recent consultations in Geneva.

b. Ad hoc Working Groups

Dr. Irena Omelaniuk and Dr. Rolph Jenny were requested by the Chair to provide updates on the two GFMD Working Groups – one on Protecting and empowering migrants⁴ and the other on Policy coherence, data and research.⁵ Their interventions are summarized below:

The two GFMD working groups were set up in 2009, by the Steering Group, to provide voluntary, informal and self-sustaining support to the Chair’s work plan every year. One key function of the Working Groups is to help each incoming Chair to sift through the

⁴ See <http://www.gfmd.org/en/adhoc-wgs/protecting-and-empowering-migrants> for more information about the Working Group on Protecting and Empowering Migrants.

⁵ See <https://gfmd.org/en/adhoc-wgs/policy-coherence-data-research> for more information about the Working Group on Policy Coherence, Data and Research.

many and growing outcomes of the previous year and help prioritize these for the RT discussions in the following year. The working group on Protecting and Empowering Migrants agreed to conduct an internal survey among its members to take stock of the working group's achievements since its establishment and review its *modus operandi* and *raison d'être*. The results of the survey will be reported to the Assessment Team and the Steering Group in due course. The WG agreed to report the following outcomes of its discussions and survey to the SG at this point:

- The WG unanimously agreed that protecting and empowering migrants is central to the GFMD and should remain on the agenda of the Forum;
- The WG has commenced deliberations on possible revisions of the WG Terms of Reference with regard to its structure and *modus operandi*, including possibly attracting/engaging more WG members.
(While most in the WG felt that the outcomes and impact of the work of the past three years were valuable and had given important orientation to the Forum RTs, particularly to better protect and empower workers in mobile situations, the structure and the *modus operandi* may need reviewing.)
- A qualitative analysis of the outcomes of the survey would be completed and the findings offered to the GFMD Assessment Team, to facilitate its work in reviewing the supporting structures of the GFMD - bearing in mind the flexible and voluntary nature of ad hoc Working Groups.
(Pending any further assessment, the WG could also consider a few options for its work this year, such as examining more generic dimensions of protection and empowerment, to support the future work of the Forum.)

The Policy Coherence working group does not feel the need to review the way it has functioned to date. Policy coherence and related issues -such as institutional coherence, migration profiles, migration and development mainstreaming, data and research- have consistently been discussed in GFMD annual meetings. The group was thus able to support various initiatives, including a number of thematic workshops, which subsequently formed the backbone of RT sessions. The working group will continue to look at the numerous outcomes that emanate from each summit meeting and try to set priorities for follow-up by governments, in cooperation with non-governmental partners.

c. Preparatory Meetings in June

One key objective of the GFMD 2012 is to enhance intra-African coordination and cooperation on migration and development policies, programs and practice in the Africa region. To this end, the Mauritian GFMD Chair will host three international meetings on migration and development in June, 2012, in preparation for the GFMD summit meeting on 21-22 November 2012.

- 11 June: A brainstorming meeting on *Enhancing Intra-African Cooperation on Migration and Development Policies*, organized by the African Union, the UN Economic Commission for Africa (UNECA), (ADB and IOM) and the Mauritian Chair-in-Office. This will help develop an African agenda on migration and development by focusing *inter alia* on labour mobility and skills in Africa.
- 12-13 June: A workshop on *Factoring Migration into Development Planning*, organized by the Swiss Government, the Global Migration Group, and the Mauritian Chair-in-Office.

- 14-15 June: The 2nd High Level Forum on *Harnessing Diaspora Resources for Development in Africa*, organized by the World Bank and the Mauritian Chair-in-Office.

The 11 June meeting aims to result in a pilot program focused on facilitating improved labour mobility and skills development in Africa. It will be supported by the African Union, the Economic Commission for Africa and the African Development Bank. A concept paper will be distributed to the Friends of the Forum in the coming week, seeking comments that can guide the Chair on how to move this initiative forward, not only in Africa but also in other regions of the world.

d. GFMD Summit Meeting on 21-22 November

i. Provisional Program⁶

On 4 April, the Mauritian GFMD Chair extended the official invitation to all UN Member States and Observers and some 45 GFMD Observers to attend the GFMD 2012 Summit Meeting. The official invitation was disseminated through the GFMD focal points, with a request to submit an indicative number of delegation members and hotel preferences by 26 April for planning purposes. As of 27 April, the Chair has received responses from 27 Governments and 6 GFMD Observers. The Chair's Taskforce will try to re-negotiate with the hotels to extend the earlier published rates until 31 May. No guarantee however can be given, and all delegations were urged to provide the requested information as soon as possible.

The Provisional Program of the two day Government Meeting on 21-22 November follows the format of the Mexico GFMD in 2010. After a brief opening ceremony in the morning of the first day, a 3-hour Common Space will be held, followed by the first round of 3 simultaneous RT sessions. The second day will begin with the second round of 3 simultaneous RT sessions. The last RT session, the Special Session on the Future of the Forum⁷, and the Special Session on the GFMD Platform for Partnerships will be organized immediately after lunch. The closing session will bring together all delegates and guests in a final plenary for the reports of the 7 thematic Roundtable sessions to be presented by the General Rapporteurs of the 3 Roundtables. The UN Secretary General's Special Representative for Migration and Development will report on the results of the special session on the Future of the Forum. The Chair will deliver his conclusions, followed by a statement of the incoming Chair, and closing remarks by a representative of the Government of Mauritius.

To preserve the state-led nature of the process, all Government delegations were encouraged to register at least 3 members, to be able to cover all 3 simultaneous RT sessions. So far, no ceiling has been set for the maximum delegation size for governments. Ideally, the delegations should be comprised of migration and development practitioners and policy-makers from the capitals to ensure an interactive and rich debate.

⁶ The Provisional Agenda and other logistical aspects of the GFMD 2012 Summit Meeting were presented by Ms. Estrella Lajom of the GFMD Support Unit.

⁷ As in previous years, the special session on the Future of the Forum will be limited to the Heads of Delegation only. It will conclude the second phase of the GFMD Assessment by focusing on the strategic and political analysis of possible options for the future of the Forum.

Observer delegations were requested to send a maximum of three members each. Registration for the Summit Meeting has been open – via online (www.gfmd.org) or traditional means (email to Support Unit at registration@gfmd.org or Fax to +4122 788 49 48. A more detailed Practical Note for delegates will be posted on the GFMD web portal in the coming weeks.

ii. Common Space

This year, the Chair would like to have a Common Space agenda that is very concrete, achievable and with migrant's welfare at the centre of the debate. The Chair believed that the Common Space could draw inspiration from the discussions of South-South migration and mainstreaming of migration into development.

Sir Peter Sutherland added that there was a significant degree of dissatisfaction with the civil society component of the GFMD due to inadequate engagement between governments and civil society. He also conveyed the need for greater engagement by the private sector and a more active participation by the governments during the Common Space. Furthermore, he urged the Forum to take the NGO engagement more seriously, rather than to simply consider it to be an “optional extra.”

To promote a more constructive engagement between governments and civil society, one delegate suggested to prepare and ‘stage manage’ the governments to ensure a certain degree of participation during the Common Space. One concrete idea was to identify 10-15 governments that can make meaningful interventions during the debate.

Another delegate praised the Davos-style format used in Mexico in 2010. He advised to narrow the themes to one or at most two, that are well-identified in advance. He also emphasized the important role of the moderator, not only in terms of avoiding too much grandstanding, but also in balancing the debate. The Chair agreed with the comments made and asked for suggestions on possible moderators.

A third delegate proposed to have smaller and separate sessions instead of one big plenary, in order to promote a more interactive debate. This would also afford both governments and civil society the opportunity to participate in various themes of interest.

The importance of engaging the private sector as a distinct group from civil society was emphasized during the discussions. The SRSG advised governments to engage employers and other private sector groups even at the national level. Civil society should not be represented primarily by NGOs. The Chair affirmed the value of having a strong public and private partnership at the national level. Another delegate suggested bringing the private sector early on into the preparatory process. Mr. Chikezie recommended exploring other channels in order to promote a more dynamic participation by the private sector, such as at the upcoming World Economic Forum Regional Summit in Addis Ababa where the GFMD 2012 Chair will be represented.

4. GFMD Assessment

Ambassador Servansing, Permanent Representative of Mauritius to the UNOG, explained that Phase 2 of the assessment process deals with the strategic and political analysis of the GFMD, and aims to develop a common vision of the Forum's Future. He reported that the

Assessment Team⁸ already met three times in 2012. Mexico and the UAE jointly authored a working document⁹ entitled, " The Future of the GFMD: Elements for Political and Strategic Discussion" to help structure the discussions of the Assessment Team. This paper sets out three core priorities for the Forum's future, namely -- a) Consolidation of the Forum; b) Enhancement of the Forum's Impacts on the Global Migration and Development Agenda, and c) Ensuring the Forum's Sustainability.

The Assessment Team has begun to focus its work on the specific, technical elements of the Forum¹⁰ on the basis of these three core priorities. The Team reached some preliminary understandings during the last two meetings (14 March and 26 April) on the following elements: a) the need to strengthen the development focus of the GFMD's discussions; b) rationalization and streamlining of GFMD outcomes for better communication and feedback to Member States and the public at large; c) sequence of GFMD meetings in terms of periodicity, agendas and format; d) the role of the GFMD Working Groups and their interface with the usual Forum activities particularly the Roundtables; e) links with the Civil Society and other non-state actors; f) GFMD funding; g) the GFMD Operating Modalities; h) the GFMD Supporting Structure, which includes the Support Unit and the Chair's Taskforce; i) sharing of GFMD's knowledge base; and j) the interface of the GFMD with the UN General Assembly High Level Dialogue next year.

The Assessment Team also discussed the issue of the GFMD supporting structure both in terms of the Support Unit and the Chair's Taskforce. All team members agreed on the importance of the Support Unit and the need to consider its future for example either through a vertical enhancement of its work or a horizontal diversification of its responsibilities. One of the issues to consider when it comes to funding the support structure was how to ensure greater predictability for the future, especially in order to encourage developing countries to host the GFMD. A consensus was reached that the 2007 Operating Modalities remain valid. But while there was no need for amendment of the full document, some modalities need more operationalization.

One delegate asked if a questionnaire would be circulated like in Phase 1. Amb. Servansing clarified that Phase 2 of the assessment will not be based on a questionnaire, but will be driven mainly by discussions and consensus-building within the Team. The first draft of the Consolidated Assessment Issues paper will be presented to the Steering Group and the Friends of the Forum in June. This paper will serve as a basis for a report which will be discussed and approved at the next round of meetings in September, then brought onward to the November Meeting in Mauritius.

5. Funding Situation

⁸ The GFMD Assessment Team is comprised of 14 Governments -- Argentina, Bangladesh, Brazil, Canada, India, Kenya, Mauritius, Mexico, Morocco, Netherlands, Philippines, Sweden, Switzerland and United Arab Emirates.. France and Turkey joined as Observers on 26 March. The Assessment Team is chaired by the current GFMD Chair-in-Office.

⁹ Copies of the working paper were distributed during the meeting. A soft version can be downloaded from the GFMD web portal. See <http://www.gfmd.org/en/docs/mauritius-2012>.

¹⁰ See Checklist of Elements at <http://www.gfmd.org/en/docs/mauritius-2012>.

On the issue of GFMD 2012 Budget, the Chair renewed his appeal for governments to step forward and bridge the funding gap, stressing the need to properly finance the participation of low income developing countries, particularly in Africa.

The Chair also reiterated his request to the donors to make untied contributions in order to avoid over-financing certain items and under-financing other areas that are equally important. He cited the difficulties of dealing with unused and leftover funds from GFMD contributions last year. He lamented that half of the leftover contributions came from countries whose accounting systems do not allow realignment of funds; thus the balances have to be returned. He urged strongly for other concerned donors with more flexible rules to approve the realignment of GFMD 2011 contributions to help cover the funding gap of the GFMD 2012 budget.

At this juncture, former GFMD Chair Amb. Eduard Gnesa of Switzerland gave a brief report on the GFMD 2011 budget. He informed the meeting that the final financial and narrative reports on GFMD 2011 had received a stamp of approval from the external auditors of the International Organization for Migration (IOM). The reports will be disseminated to all donors on 30 April. Furthermore, out of the available resources¹¹ amounting to USD\$ 1.97 Million, the total expenditure amounted to USD 1.34 Million or 68% of the USD\$ 2.15 Million budget for GFMD 2011 core activities. The expenses associated with organizing the 14 thematic meetings did not form part of the core budget, as Switzerland decided to shoulder most of these expenses in order not to burden the GFMD participating states. These separate thematic meetings cost an additional USD\$ 600,000. On the left-over funds, Amb. Gnesa confirmed that Switzerland has approved the realignment of most of the GFMD 2011 contributions from Berne.

6. Any Other Business

Before the meeting closed, one delegate took the floor and made reference to the 25 April debate at the UN Security Council concerning border security which focused particularly on illicit trafficking. He reminded the meeting about the danger of including illicit trafficking of drugs and arms, terrorism and irregular migration under the broad agenda of the Security Council, as it tends to result in the criminalization of irregular migration. He emphasized that the migration agenda should be aligned more with development concerns, similar to the approach of the Global Forum. In response, the Chair promised to urge the advisers to integrate his comments in the substantive work of the Forum.

The Chair adjourned the meeting at 13.00 hrs.

*Prepared by
GFMD Support Unit*

¹¹ All international contributions to the GFMD 2011 core budget were received and managed by the GFMD Support Unit, in cooperation with the International Organization for Migration (IOM), its host entity.