

**GFMD Working Group on Policy Coherence, Data and Research**  
**“Promoting Policy Coherence for Development in International Migration Issues”**  
**One-day expert workshop**

**Sofitel Hotel, Place Jourdan 1, Brussels, Tuesday 26 June**

Final Concept Note

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**1) Background and focus**

In the spirit of paragraph 5 of the United Nations Millennium Declaration, which calls on UN members to “(...) *ensure that globalization becomes a positive force for all the world’s people*”, the 8<sup>th</sup> Millennium Development Goal (MDG) describes their ambition to give shape to a ‘global partnership for development’. Although not represented by a specific deliverable in the MDGs, in paragraph 25 of the Millennium Declaration the UN members resolve to “(...) *take measures to ensure respect for and protection of the human rights of migrants, migrant workers and their families*” which thus can definitely be seen as part of their envisaged global partnership for development.<sup>1</sup>

Reflecting the most recent high-level discussion on progress made in realizing the MDGs, the Outcome Document of the 2010 MDG Review Summit acknowledges that actual progress to realizing MDG8 has however been rather tentative. Paragraph 41 presents an overall observation in this regard: “*We call for increased efforts at all levels to enhance policy coherence for development. We affirm that achievement of the Millennium Development Goals requires mutually supportive and integrated policies across a wide range of economic, social and environmental issues for sustainable development. We call on all countries to formulate and implement policies consistent with the objectives of sustained, inclusive and equitable economic growth, poverty eradication and sustainable development.*”<sup>2</sup>

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<sup>1</sup> For more information please refer to <http://www.un.org/millennium/declaration/ares552e.htm> and <http://www.un.org/millenniumgoals/>

<sup>2</sup> <http://www.un.org/en/mdg/summit2010/pdf/mdg%20outcome%20document.pdf>

Coherence can be defined as the synergetic and systematic support towards the achievement of common objectives within and across individual policies. As per the above introduction, these common objectives relate to development as defined in the UN Millennium Declaration and operationalised in the MDGs and other development policies. In shorthand form this aim is referred to as Policy Coherence for Development, or PCD. It should be emphasized that seeking to promote PCD should not be seen as a separate activity but rather as part of a country's regular process of formulating, changing and implementing policies, and thus seek to follow from reconciling the country's own values and interests.<sup>3</sup>

More recently, in December 2011 the Busan Partnership for Effective Development Cooperation includes a specific commitment to Policy Coherence for Development: *"it is essential to examine the interdependence and coherence of all public policies – not just development policies – to enable countries to make full use of the opportunities presented by international investment and trade, and to expand their domestic capital markets."*<sup>4</sup>

At the "High-level Dialogue on International Migration and Development" (HLD) on 14-15 September 2006 during the UN's 61<sup>st</sup> General Assembly in New York, migration and its correlation with development were discussed for the first time at a high level through a "focus on promoting the building of partnerships and capacity-building and the sharing of best practices at all levels, including the bilateral and regional levels, for the benefit of countries and migrants alike". The 2013 HLD would be an important venue for stock-taking of the progresses in the last seven years and for discussions on the future of coherence in partnerships for the international migration and development.

In addition to these international policy discussions, complementary political debates on strengthening the contribution of policies towards achieving development objectives take place at the OECD, in individual OECD member states, as well as at the level of the European Union. These debates also benefit from a growing body of research carried out by the OECD, think tanks such as the ECDPM and the Centre for Global Development, as well as Civil Society Organisations and universities.

Although different conceptualisations are also used, it is suggested that the Global Forum provides opportunities to contribute to promoting coherence at four different levels:

1. **Intra-governmental coherence:** Coherence across all of the policies and actions of countries in terms of their contributions to development, both within and between different levels of institutions in the government (i.e. central, district-level and local).
2. **Inter-governmental coherence:** Policies and actions should be consistent across different countries in terms of their contributions to development, to prevent one from unnecessarily interfering with, or failing to reinforce, the others.

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<sup>3</sup> For more background analysis on PCD, reference can be made to the following page on the OECD's website:

[http://www.oecd.org/faq/0,3433,en\\_2649\\_18532957\\_48787762\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/faq/0,3433,en_2649_18532957_48787762_1_1_1_1,00.html)

<sup>4</sup> <http://www.oecd.org/dataoecd/54/15/49650173.pdf>

3. **Multilateral coherence:** Coherence of the policies and actions of bilateral donors and multilateral organisations, and to ensure that policies adopted in multilateral fora contribute to development objectives.
4. **Multi-stakeholder coherence:** Coherence within the policies and actions of international organizations, civil society organizations, and private sectors; and between each other.

## 2) Past activities and results of the GFMD in relation to coherence

The past activities of the GFMD in relation to coherence included the establishment of the GFMD Working Group on Policy Coherence, Data and Research (hereafter: working group), as well as an informal survey on Policy and Institutional Coherence that was carried out under the Greek GFMD Chairmanship in 2009. These activities led to a subsequent Roundtable (3) on “Policy and Institutional Coherence and Partnerships” during the 2009 GFMD meeting in Athens witnessed.

The informal survey, aimed at obtaining relevant information on developments and actions taken in the field of policy and institutional coherence, noted the following<sup>5</sup>:

1. On **Coherence in Policies and Programmes on Migration and Development:** most governments have developed new policies and programmes that aim to realise a coherent approach to migration and development. A larger majority has pursued and refined existing policies and programmes. The GFMD discussions have contributed to these actions.
2. On **Coherence in Institutional/Organisational Arrangements within Government:** most governments have assigned responsibility for facilitating and coordinating the planning and work on migration and development to a particular government unit or department. A majority has also taken action to reinforce the role of the government’s GFMD focal point. In only a minority of the responding governments is the GFMD focal point in charge of intra-governmental facilitation and coordination of work on migration and development.

As a basis for further discussions on this matter, the survey contributed to setting up a system of country ‘focal points’ to facilitate further discussion on coherence in the Global Forum. In addition to these areas of emerging practice and progress, we acknowledge that there are important gaps, including the political standing of development vis-à-vis migration policy and the difficulty of making progress in terms of promoting policy coherence *for development* in this context.

Roundtable 3 at the 2009 GFMD on “Policy and Institutional Coherence and Partnerships” yielded an important outcome; namely the shared understanding that the *“GFMD should pursue its focus on policy and institutional coherence on migration and development, as well as on research and data that can underpin such coherence.”* Under the Swiss Chairmanship of the GFMD, further progress was made in harnessing data and research tools in this regard.<sup>6</sup>

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<sup>5</sup> Please refer to the full results of the survey which are circulated as a separate annex to this concept note.

<sup>6</sup> The GFMD thematic workshop in Marseille in June 2011 under the Swiss Chairmanship on “Managing Migration for Development: Policymaking, Assessment and Evaluation” was a response to the

Since its creation in 2009, the working group has thus sought to further the following three objectives:

- a. foster a commonality of understanding within the GFMD about the importance of policy coherence and related data and research findings;
- b. to promote ongoing attention and follow-up to these issues in between annual GFMD meetings; and
- c. to foster inter-action between governments and international expert and other institutions.

The working group's focus on 'policy and institutional coherence' points to a need to engage in both (1) improving institutional cooperation and coordination<sup>7</sup> and (2) strengthening the contribution of migration and development policies and operations to the achievement of international development objectives, including the MDGs.

Mauritius, as GFMD Chair-in-Office for 2012, has set the overall theme as 'Enhancing the human development of migrants and their contribution to the development of communities and states'. In relation to this overall theme, one of the priorities set is 'Factoring Migration into Development Planning', under which this workshop is planned. It is expected that the workshop's discussion could provide a useful input to both sessions envisaged under this roundtable.<sup>8</sup> This workshop also complements a second workshop initiated by the WG, which seeks to provide an opportunity to discuss and share experience about the mainstreaming process.

Given the Working Group's past engagement, as well as the Chair's focus on enhancing the human development of migrants and their contribution to development, this will be the first focused workshop on Policy Coherence for Development in the GFMD setting to facilitate exchanges among experts and development actors.

### **3) Objectives, expected outcome and outputs**

The main objective of the workshop is to examine good practices, opportunities and obstacles in terms of policy and institutional coherence, and foster an atmosphere of trust where sensitive issues pertaining to migration and development could be discussed. The workshop discussions will focus on the four different levels of coherence that were introduced in the first section of this note.

The evolution of international debates, the commitments made to strengthen coherence, as described in the previous section, points to the following three expected outcomes for this workshop:

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recommendation made by governments at the 2010 GFMD meeting in Puerto Vallarta to harness data and research tools to help promote policy and institutional coherence and foster a 'culture of evaluation' around migration initiatives.

<sup>7</sup> The OECD uses the concept of the 'PCD cycle' to explain process requirements for PCD, consisting of three phases: (1) Setting and prioritizing objectives – political commitment and policy statements, (2) Coordinating policy and its implementation – Policy coordination mechanisms and (3) Monitoring, analysis and reporting – Systems for monitoring, analysis and reporting. <http://www.oecd.org/dataoecd/6/54/46159783.pdf>

<sup>8</sup> Namely Session 2.1 (Supporting National Development through Migration Mainstreaming Processes, Extended Migration Profiles and Poverty Reduction Strategies) and Session 2.2 (Addressing South-South Migration and Development Policies).

1. Identify operational recommendations to strengthen the coherence of national policies towards development objectives at all four levels.
2. Explore recommendations to engage the Global Forum on Migration and Development in more operational and result-oriented discussion on Policy Coherence for Development.
3. Examine opportunities and challenges to advance an evidence-based approach to promoting PCD in the field of migration and facilitate intergovernmental knowledge sharing.

The workshop will particularly aim to do so by contributing to Roundtable 2, by means of the dissemination of a report to be completed and shared after the workshop. This report will reflect the facilitation of the workshop under Chatham House rule<sup>9</sup>, in terms of not attributing any part of the reporting to participants' identities and affiliation. The report will include a set of recommendations on specific actions for follow-up to be submitted to the 2012 GFMD.

#### **4) Format**

Designed as a technical level meeting of practitioners in development planning, migration policy, and other relevant policy areas, the workshop would be informal and interactive in nature, bringing together national and local government officials for a peer-to-peer exchange, as well as including civil society and research organisations.

The workshop will take up one day, and will be divided into one introductory session, four sessions that examine each one of the four different levels of coherence promotion, as mentioned above, and a concluding session. Each of the four main sessions will be facilitated by expert contributions by means of two brief 10 minute presentations, followed by a reaction from a discussant and a subsequent discussion in the plenary.

The workshop will be attended by 20-30 participants. A longer background note will be prepared to further inform discussion and also provide guiding questions.

#### **5) Date and venue**

Tuesday, **26 June 2012**

**Sofitel Hotel**, Brussels

#### **6) Organizers**

The Swiss and Finnish Governments will organize the workshop under the aegis of the GFMD Working Group. Switzerland will co-chair this workshop with the Government of Finland through joint ownership to sponsor the workshop by means of providing a venue, travel assistance and accommodation for participants from developing countries.

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<sup>9</sup> When a meeting, or part thereof, is held under the Chatham House Rule, participants are free to use the information received, but neither the identity nor the affiliation of the speaker(s), nor that of any other participant, may be revealed.

The European Centre for Development Policy Management (ECDPM) will assist the organizers by means of contributions to the workshop design, by feeding the discussions with expert contributions, and reporting. The International Centre for Migration Policy Development (ICMPD) will assist in the organisation logistical support for the workshop.

## **7) Co-chairs**

The Governments of Switzerland and Finland

## **8) Participants**

As mentioned under 'format' above, the workshop will bring together a focused group of between 20 and 30 participants, composed by members of the following stakeholder groups:

- 1) Governments (10-14)
- 2) Relevant GMG agencies, the EC (DEVCO) and OECD.
- 3) Relevant Civil Society organizations and research organisations

## **9) Agenda**

### **Morning:**

08.45-09:00 Coffee and registration

09:00-09:10 Words of welcome by Co-Chairs (Switzerland and Finland)

09:10-09:15 Statement by Government of Morocco, Co-Chair of the GFMD Working Group on Policy Coherence, Data and Research

09:15-09:30 Introductory presentation by the ECDPM

09:30-11:00 Intra-governmental coherence

Introduction of key issues for discussion by: ECDPM

Moderated by: tbc

Panelists:

- Jamaica
- Tunisia (tbc)
- Switzerland

Identify 3 key outcomes and recommendations

11:00-11:15 Coffee break

11:15-12:45 Inter-governmental coherence

Introduction of key issues for discussion by: ECDPM

Moderated by: Centre for Development Studies (CDS)

Panelists:

- Philippines
- Nigeria
- European Union (DG Development and Cooperation)

Identify 3 key outcomes and recommendations

12:45 to 14:00 Lunch

**Afternoon:**

14:00 to 15:30 Multilateral coherence

Introduction of key issues for discussion by: ECDPM

Moderated by: OECD

Panelists:

- Mauritius
- Mexico
- UNODC

Identify 3 key outcomes and recommendations

15:30 to 15:45 Coffee break

15:45 to 17:30 Multi-stakeholder coherence

Introduction of key issues for discussion by: ECDPM

Moderated by: Switzerland

Panelists:

- Sweden
- Civil Society Representative
- World Bank

Identify 3 key outcomes and recommendations

17:30 to 18:00 Conclusions (Co-chairs)

**18:30 to 19:30 Cocktail**