



Looking ahead: Developing strategies and partnerships to work on 'migration and development' issues

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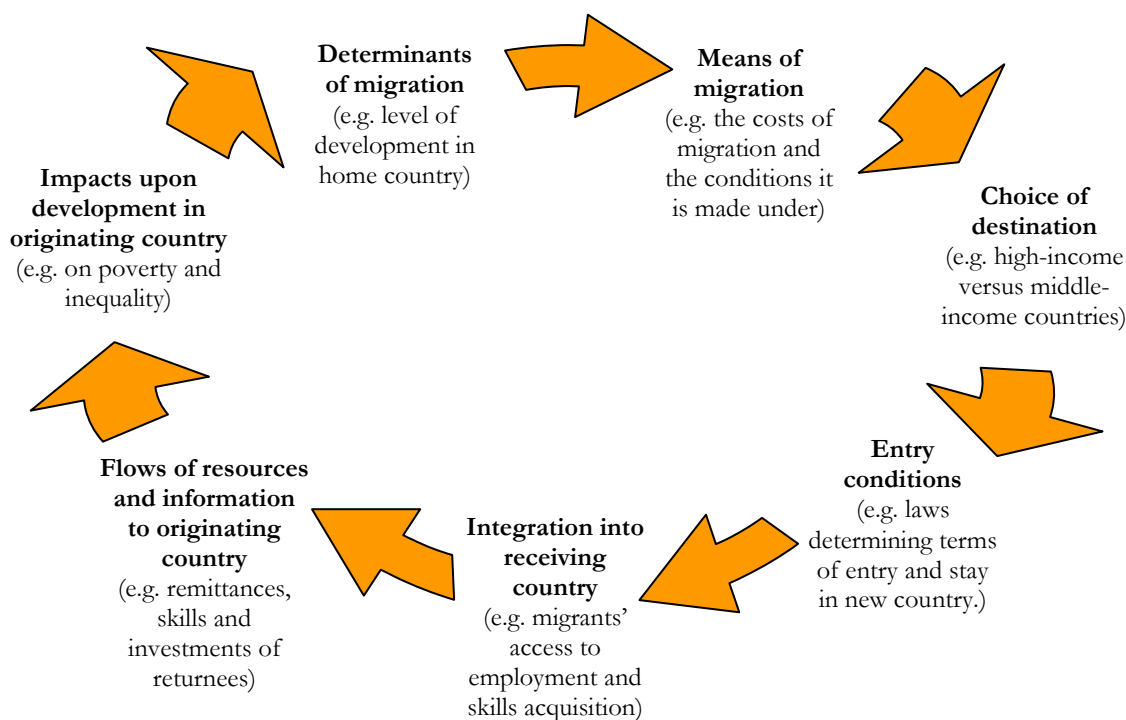
INTRODUCTION

This session considers what partnerships and strategies are required in order for the various stakeholders involved in the migration and development process to work together most effectively. In particular, it asks how non-state actors can contribute most effectively to improving migration and development outcomes. This includes consideration of the sort of partnerships that non-state actors might seek to establish both with states and with one another, and sets out some possible models for the future interaction of states and non-state actors under the auspices of the Global Forum.

THE NEED FOR A HOLISTIC APPROACH

Much of the discussion at the Global Forum will be focused on two questions: how migration and development are linked, and what sort of interventions might help enhance migration's contribution to socio-economic development. This session, however, goes one step further than discussing what is occurring and what might be done to change it, and focuses on *how* those interventions should be made, and *who* should make them. In thinking about how and by whom ideas will be transformed into actions, it may be helpful to return briefly to the question of how migration and development are linked. Figure 1 below illustrates the various stages in the migration process, using a 'development-migration-development nexus'.

Figure 1: The development-migration-development nexus



EXISTING PRACTICE

This rather simplistic portrayal of the complex and interactive relationship between development and migration is provided to illustrate the extent to which those wishing to influence migration and development outcomes must have a holistic understanding of the issues involved. Much existing practice in this area tends to focus on one or other aspects of the relationship. Moreover, when the figure is considered in light of *how* to affect successful change, it becomes clear that orthodox approaches to the issue – which tend to focus on how states can shape the movement and behaviour of individual migrants – need to be broadened. We must focus on the wide variety of stakeholders – individuals and states, but also non-state actors of many kinds - that are present at each of the points in the development-migration-development nexus, and who can and do have an influence on those outcomes.

Many existing initiatives in this area focus on how state policies can affect conditions of entry. Changing the way that migrants are admitted and who arrives, how long they stay and how well they become integrated. Thus, many states have used codes of conduct on admission policies to reduce the impact of brain drain from developing countries. Some states have also eased conditions of entry explicitly for development purposes. For example, in 2006 New Zealand allowed temporary migration of Pacific Island nationals for seasonal work as a way of promoting development in those islands.

States also sometimes intervene at other points of the migration process depicted in Figure 1. Some states try to alter the conditions in countries of origin through development policies, such as the European Union's co-development approach. Others seek to facilitate the resource and information flows, such as the UK's Department for International Development (DFID) www.sendmoneyhome.org initiative.

However, in contrast to the fairly narrow scope for state intervention, it is clear that non-state actors are present at all points in the development-migration-development nexus. Moreover, they are undertaking a multitude of initiatives that can and do shape the developmental impact of migration. For example, diaspora organisations such as hometown associations can play a role both in aiding integration and in facilitating the transfer of resources home for development. They may also alter future migrants' incentives to leave and their choice of destination. Workers' organisations such as trade unions can assist in aiding integration, as can religious and other community groups. The private sector is heavily involved at numerous points of the process, for example affecting migrants' choice of destination by creating a demand for migrant labour or in facilitating the transfer of remittances.

It therefore should be clear that any consideration of the migration and development process that must recognise the intrinsically important role that non-state actors play. Therefore, any initiatives aimed at optimising the development impacts of migration cannot ignore the role of non-state actors. Ignoring non-state actors will, at worst, miss potentially helpful collaborative partners or, at worst, lead to unsuccessful or unsustainable outcomes. Thus, it is vital that initiatives on migration and development involve non-state actors as much as possible. These actors – ranging from diaspora groups to money transfer organisations to churches – are already involved in the migration process, and the most effective actions to increase migration's contributions to development must involve all those with the power to influence these outcomes.

LOOKING AHEAD

The literature on migration suggests that future trends in the movement of people are likely to reinforce the need for collaborative working and partnership between all actors involved in migration. Firstly, it seems likely that the flows of people moving will increase, rather than fall, over the coming years. Secondly, it appears likely that the processes of migration will grow more complicated. New patterns of migration are expected to open up as economic integration proceeds, with a wider variety of people moving, to more places, for more diverse reasons, for a range of periods.

The result of more people moving in more ways is likely to be a further complication of the migration and development picture, introducing more factors, as well as more actors – particularly more non-state actors – with the potential to influence migration's developmental impacts. It seems likely, therefore, that future migration trends will make it even more important that effective ways are found for state and non-state actors to work together to improve migration and development outcomes. At least four types of strategies may be needed in order to achieve this:

- ensuring that a diverse range of non-state actors are interested and actively involved in discussions of migration and development (e.g. by encouraging business and trades unions to become involved in migration issues);
- ensuring that non-state actors act to improve development impacts of migration (e.g. encouraging diaspora groups to promote skills transfer);
- giving voice to groups which tend to be underrepresented (e.g. representing migrant women or children); and
- building better partnerships between state and non-state actors.

STRENGTHENING PARTNERSHIPS

The last of the above strategies – building partnerships – is perhaps the area that has the most potential. However, several key questions about what type of partnerships make most sense need to be addressed:

- **Should non-state actors focus on trying to form partnerships with one another, or with states, or both?**
- **How can non-state actors best work together to improve migration and development outcomes?** Should the focus of partnerships between non-state actors be information sharing, capacity building, or other priorities?
- **What are the best ways in which non-state actors can influence state policies and strategies?** Should the focus be on representing the voices and interests of migrants and others? Or providing states with information about what is occurring on the ground? Or holding states to account?
- **How can non-state actors work alongside states to improve the lives of migrants?** By providing services alongside the state (e.g. matched funding between state and Mexican hometown associations) or where the state cannot reach (e.g. providing services to vulnerable groups such as irregular migrants)? By developing networks of migrants, migrant groups, employers etc. to help states better understand the issues faced by migrants (e.g. UK Migration Impacts Forum)?
- **At what level should non-state actors focus their initiatives?** Is it likely that the most effective contributions would be made at the local, national, regional or global level?
- **How can any initiatives be made sustainable?** What is needed to ensure that any networks or institutions created in this area can survive over time? Is it simply a question of allocating enough resources or is other momentum needed?

OPTIONS FOR PARTNERSHIPS AT THE GLOBAL FORUM

Alongside these broader, more strategic questions about how non-state actors might contribute to improving migration and development outcomes, it will also be useful to consider how non-state actors can contribute most effectively to the ongoing efforts of the Global Forum. Below are some options that could prove useful, although this is not neither an exclusive nor an exhaustive list:

- A **network of non-state actors** interested and active in migration-development issues could be created. Such a network could establish a web portal to share

information and discuss key issues throughout the year. The network could also work to present non-state actors' views to Global Forum meetings.

- The Global Forum could be encouraged to establish a **permanent expert advisory group** consisting of representatives from a range of non-state actors. This advisory group could produce authoritative research and possibly policy recommendations, regarding how best to improve migration's developmental impacts. It is likely that such a group would have a strong composition of academic members, but other non-state actors could also be involved. This approach is used to inform United Nations discussions of climate change. The Intergovernmental Panel on Climate Change (IPCC), consisting largely of climate change researchers, assesses the evidence on the risks of human-induced climate change and presents its collective views to UN member states.
- **State delegations to the Global Forum could be encouraged to include a non-state actor observer.** The inclusion of non-state actors in country delegations could play a vital role in broadening the range of perspectives shared at Global Forum meetings and help share knowledge. A number of country delegations to other multilateral fora, such as the World Trade Organisation, have successfully included non-state actor observers.
- **National consultation processes** could be put in place to allow for states to discuss migration-development issues ahead of each Global Forum meeting. Broad national-level consultation mechanisms could be used in addition to or instead of non-state actor representation in country delegations. National consultation processes would allow a wide range of perspectives to be shared, and would also open a channel of communication on migration and development issues ahead of each meeting. They could also be useful in shaping wider migration and/or development policies.
- **A joint working group** could be established between non-state actor representatives and representatives of states. Such a joint working group could discuss particular issues related to migration and development and possibly undertake joint projects. While this would require a mechanism to select the non-state actor representatives in order to represent the group as a whole, it would establish a permanent forum for dialogue between meetings of the Global Forum. One example of this sort of initiative is the Joint Facilitation Committee, a working group of the World Bank and civil society, which provide an avenue for discussion, information-sharing and the conduct of joint projects between civil society and the World Bank.

Paper reviewed by:

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