

2013 REPORT



Mobility, migration and development: French policy orientations

Directorate-General
of Global Affairs,
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and Partnerships



MOBILITY, MIGRATION AND DEVELOPMENT: FRENCH POLICY ORIENTATIONS

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Cover photo: The Programme to Support Solidarity Initiatives for Development (PAISD) funded the construction of Kidira's high-school, in the Tambacounda region, Senegal. This project sets a good example of how migrants can support local development in their regions of origin. © PAISD's coordination department.

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INTRODUCTION

Migration for development: what is at stake?

➔ In a context of globalization and major demographic shifts, disparities in terms of income and opportunities, and conflicts and climate change, both internal and external migrations are central to global dynamics. According to United Nations figures for 2013, there are more than **214 million international migrants and 740 million internal migrants** throughout the world, meaning that migration affects one in seven people worldwide.

New realities and mobility trends

➔ While migration is most often associated with the movements of people from the poorest countries to rich countries, the reality is more complex. Globally:

- one third of migrants move from a developing country (South) to a developed country (North);
- one third from the South to the South;
- and one third from the North to the North.

Moreover, today's main emigration countries are middle-income such as China, Mexico, the Philippines and Turkey .

Not all migration is for economic reasons. Migration illustrates the **increasing mobility** of persons and the growing density of transnational economic, cultural, matrimonial and religious networks. Most regions of the world have experienced the departure, arrival or transit of migrants, while some countries have seen two or even all three of these at once.

Migratory movements develop particularly through the major geographic fault lines that separate regions with very distinct political and economic

characteristics, such as the Mediterranean, the USA-Mexico border, or the Russia-China border. These fault lines are constantly shifting. Former countries of origin are becoming countries of destination, such as those in southern Europe. Former countries of destination are becoming countries of origin, particularly in Latin America (Argentina, Brazil, Chile and Uruguay), while other states have seen mostly their population of migrants in transit increase (Mexico, Morocco and Turkey).

New trends are emerging, providing major topics for discussion on migration issues:

- **circular migration**, which increases the migrants' propensity to move but not necessarily to resettle elsewhere, is growing;
- **qualified and highly qualified persons became a familiar component of migration in the 2000s.** In addition to brain drain, qualified healthcare professionals began to migrate to rich and ageing countries (care drain);
- **the migration of women is increasing**, now representing 49% of the world's 214 million migrants.

Regional dynamics

➔ While the world is essentially in a phase of demographic transition, not all regions are shifting at the same rate.

Ageing populations and low birth rates in Europe and Japan increase their dependency on workers from other regions of the world. According to the United Nations Population Division, immigration there would need to be two to four times higher than that observed today to maintain the dependency ratio (ratio of

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Definitions

- **International migration is defined by the United Nations as a “human movement across international borders resulting in a change of country of usual residence”. International migrants are thus individuals born abroad and residing in a destination country, as foreign nationals or after obtaining the citizenship of the country of destination.**
- **Internal migration refers to a “human movement within the borders of a country, usually measured across regional, district or municipal boundaries”. Internal migration can concern a significant proportion of the population of developing countries. It is three to four times more common than international migration.**
- **Circular migration is defined by the European Commission as a “form of migration that is managed in a way allowing some degree of legal mobility back and forth between two countries”. It is a new form of temporary migration. Circular migration implies repeated back-and-forth movements involving three actors: the migrant, the country of origin and the destination country.**

Sources:

United Nations Development Programme, *Overcoming barriers: Human mobility and development, Human Development Report 2009*, United Nations, New York
European Commission, *Communication on circular migration and mobility partnerships between the European Union and third countries*, 16 May 2007

non-working-age to working-age persons) at its current level. Some sectors including new technologies, education, health, agriculture, hospitality and construction already experience labour shortages.

Sub-Saharan Africa, the last region of the world to accomplish its demographic transition, should see high demographic growth with an almost ten-fold increase in its population between 1950 (180 million inhabitants) and 2050 (more than 1.7 billion according to United Nations (UN) forecasts). Such rapid population growth is a major issue, particularly for the Sahel’s desert areas, for isolated countries and for those with limited natural resources.

Demographic growth fuels major population movements, which are among the reasons for the **urban explosion** seen in Africa. While the rural population of sub-Saharan Africa tripled between 1950 and 2000, the urban population grew eleven-fold from 21 million to 232 million. A factor of the “urban shift”, those internal migrations generate **new needs** in terms of food, infrastructure, jobs and services.

The assets of diasporas as development actors

➔ Mobility and migration offer major potential for the development of the countries of destination and origin, through the financial, economic, social and cultural contributions of migrants.

They send home part of their income as **remittances**, which are an important resource for both the receiving households and the states of origin. **In 2012, the World Bank estimated remittances to top \$400 billion**, making them the second largest source of financing for developing countries at the global level, behind foreign direct investment and ahead of official development assistance.

Migrants also transfer **intangible resources**, such as their skills (intellectual, technical and interpersonal) and, more broadly, norms (such as gender equality) and civic values (respect for the collective framework). These transfers are crucial for development, even if the data remains too patchy for their impact to be accurately assessed.

Migrants can also act within the country of destination, contributing to economic and social vitality and integrating into collective dynamics.

French policy orientations on “migration and development”

➔ France is aware of these issues and has drawn up orientations on “migration and development”, which are the subject of this report. They draw from the proposals submitted by civil society during the National Conference on Development and International Solidarity, during which a workshop on “migrations and development” was organized.

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French policy aims to bolster migrants' contributions to the development of their countries and districts of origin. To this end, the French Ministry of Foreign Affairs has divided its actions into four complementary pillars:

- supporting the solidarity potential of migrants;
- supporting the investment potential of migrants;
- building the capacities of partner countries in the South to integrate mobility and migration into their development strategies;
- contributing to international dialogue and knowledge on mobility, migration and development.

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1. SUPPORTING THE SOLIDARITY POTENTIAL OF MIGRANTS

➔ **Diasporas harness their skills and resources to support the development of their region of origin.** Thanks to their position in a dual space, they can contribute to the development of their region of origin, either directly or in partnership with other stakeholders.

France's migration and development policy makes it a priority to strengthen this solidarity potential and to support local development projects promoted and co-financed by migrants and their associations.

1.1 Assisting migrants' associations

➔ France is resolutely committed to building the capacity of migrants' international solidarity organizations (MISOs).

To this end, it has been supporting the **Forum of Migrants' International Solidarity organizations** (FORIM) for the past 10 years. This includes assistance for the institutional strengthening of MISOs through the PRA-OSIM programme (Support to the Projects of Migrants' International Solidarity Organizations). PRA-OSIM offers **support, co-financing and the documentation of lessons learned for the local development projects carried out by such organizations.**

The external action services of several local governments have also developed instruments to help build the intervention capacities of these organizations in terms of setting up and managing projects. Examples include the programmes supported by the Île-de-France region (Regional

Box 2

FORIM and PRA-OSIM

FORIM is a national platform that brings together migrants' international solidarity organizations involved in integration efforts in France and in development projects in countries of origin. It comprises some 700 MISOs working in Sub-Saharan Africa, the Maghreb, South-East Asia, the Caribbean and in the Indian Ocean.

Since 2003, France has supported FORIM and the programme of Support to the Projects of Migrants' International Solidarity Organizations (PRA-OSIM). This instrument helps those organizations set up and implement their projects. PRA-OSIM has funded 206 local development projects in 22 countries with more than €3 million.

Assistance for Associations with International Solidarity Microprojects, ARAMIS), by Paris City Council (*Codéveloppement* certificate) and by the Yvelines Département Council (*Solidarité migrants* programme).

1.2 Supporting the projects of migrants' associations

➔ Since the early 2000s, France has acquired significant experience in the **co-financing of initiatives undertaken by migrants associations.**

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Box 3

PAISD in Senegal

The €9 million Programme to Support Solidarity Initiatives for Development (*Programme d'appui aux initiatives de solidarité pour le développement*, PAISD) has been implemented with Senegal to:

- co-finance local development projects in areas of origin with migrants and their partners;
- support Senegalese investors based in France in their economic investment project in Senegal;
- attract highly qualified members of the diaspora towards development and solidarity volunteering, including young people with proven skills;
- contribute to the digital connection of remote areas.

The programme's results in figures:

- since 2009, more than 15,000 Senegalese nationals in France have been mobilized individually or collectively;
- 92 infrastructure projects have been funded, totaling €10.2 million, of which diaspora associations raised €3.5 million from their own contributions, local governments of residence, non-governmental organizations (NGOs) and French foundations. These projects have a positive impact on the life of 12,000 school students, 175,000 people enjoying health infrastructure and 76,000 having access to water and sanitation;

- 262 migrant investors, 60% of them graduates, have received support to create businesses representing €3 million in investment and more than 400 new jobs;
- 14 expert missions and 14 volunteering missions have taken place to support public policies;
- six centres for access to information and communication technology are being set up with co-financing from Senegal.

The programme's strong points:

- local approach;
- coherence of selected projects with national development policies and local development plans;
- involvement of various partners (local governments, NGOs, state agencies, etc.);
- short implementation time;
- beneficiary involvement in the process;
- guaranteed transparency of financial resources tracking;
- emphasized role of migrants;
- openness to economic development issues.

Box 4

Calls for projects on improving the living conditions and the empowerment of women and girls

In 2012, a call for projects offered support to initiatives led by MISOs to tackle the social, technical, psychological, institutional and cultural barriers encountered by women in their economic and social integration. The 16 projects funded in 13 countries aim to improve the living conditions of women and their empowerment through free and equal access to education and training, employment and entrepreneurship, land and natural resources, health, the law, public spaces and decision-making arenas. The success of this initiative and the quality of the projects selected demonstrate the relevance of

making gender central to migration and development policy.

On the strength of that first call for projects' experience, the Ministry of Foreign Affairs (MAE) launched a new initiative in 2013 aimed at women and girls aged 10-25, who represent more than a quarter of the population in developing countries. Adolescence is an age that compounds multiple vulnerability factors. Young women face specific discrimination and difficulties linked to the status and role society assigns them (gender inequality).

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This support applies at two levels:

- **in collaboration with states, as part of the bilateral implementation of mobility, migration and development programmes:** the partnerships established with Senegal – Programme to Support Solidarity Initiatives for Development (PAISD) –, with the Comoros – France-Comoros Co-Development Programme (PFCC) – and with Cameroon help to contribute specific support to OSIMs working in those countries;
- **by supporting thematic or geographical calls for projects** targeting diaspora associations.

1.3 Collaborating to strengthen the impact and sustainability of projects

➔ The implementation of France's migration and development policy is based on migrants and their associations as well as on **development NGOs** active on the issue of migration and **local governments** that have established partnerships with the districts of origin of their migrant residents. Development policy helps enhance the impact and sustainability of projects by harnessing the qualifications, experience and networks of those NGOs and local governments and seeking synergies with the French government's development activities, including those of the *Agence française de développement* (French Development Agency, AFD).

Box 5

Seminar: “The Malian diaspora for peace and development in Mali”

Harnessing Mali's diaspora for development is one of the four pillars in France's strategy for the reconstruction and development of the country, alongside bilateral assistance, the deployment of European and multilateral aid and the external action of local governments. The diaspora plays an active role in the development of Mali through the considerable sum of its remittances and the skills, norms and civic values it communicates.

The seminar on “The Malian diaspora for peace and development in Mali” was opened by the Minister Delegate for Development, Pascal Canfin, and the Minister for Malian Nationals Abroad and African Integration, Demba Traoré, on 10 April 2013, ahead of the international donor conference for development in Mali, “Together for a new Mali”, organized by France and the European Union in Brussels on 15 May 2013.

Representatives of Malian MISOs in France as well as Spain, Belgium, Côte d'Ivoire, Canada and Burkina Faso, NGOs and local governments gathered around 11 round tables. More generally, technical and financial development partners contributed to the seminar. Together they discussed the place, role and contribution of the Malian diaspora for peace and development in the country.

The debates highlighted the need to heighten the economic impact of Malian migration by promoting job-creating entrepreneurship initiatives whose potential currently remains under-exploited. The high cost of money transfers and restricted access to credit hinder the contribution of the diaspora to Mali's development. Adapting Mali's banking services and lowering the cost of money transfers were also central to the discussions, while support for enhanced democratic governance emerged as an avenue worthy of further exploration. As the operator of numerous projects, the Malian diaspora called for greater transparency in the use of its resources.

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2. BACKING MIGRANTS' INVESTMENT POTENTIAL

➔ According to the World Bank, migrants' remittances represented **\$401 billion** in 2012 (compared to \$381 billion in 2011) and are one of the major external financial resources of developing countries, behind foreign direct investment but ahead of official development assistance. In France, the *2011 Annual Report on the French Balance of Payments and International Investment Position* published by the central bank reports transfers to Africa totalling **€3.7 billion**, including €3.1 billion to the Maghreb.

The World Bank's forecasts suggest an 8.8% annual **increase in the volume of these transfers** of until 2015. Those financial flows are a significant source of financing to reduce poverty and fund economic development. Because they are made up of migrants' support to their families, they also enjoy an **overall stability and sustainability** in the face of financial crises or natural disasters.

Most of the sums transferred are spent on **consumer goods** (up to 80% in some regions of sub-Saharan Africa), while a smaller fraction is **saved or invested** in human capital (education, health) and in infrastructure (housing).

As a major source country for remittances, particularly to Africa, France has assigned itself the dual **goal of markedly reducing the cost of money transfers (11% on average in 2012) and supporting better allocation of these transfers to economic development in the migrants' countries of origin.**

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2.1 Reducing the cost of remittances

➔ France is a member of the Leading Group on Innovative Financing for Development. Under the G8, it also participates in the *Making Finance Work for Africa Group* and the *Global Remittances Working Group*, which are led by the African Development Bank (AfDB) and the World Bank respectively. Its action follows the commitment made during the July 2009 G8 summit in L'Aquila, then confirmed and extended to **G20 member states** during the November 2011 Cannes summit: **reducing the average cost of transfers to 5% by 2014.**

This commitment is monitored by the World Bank, which estimates the **global average cost of migrant remittances at 9.1%** of the amount transferred in the first quarter of 2013, compared to 9.81% in 2008. These costs remain the highest in sub-Saharan Africa, with an average cost of 12.4% in late 2012, compared to 6.5% in South Asia.

In this context, the major destination countries, including in Europe, have made efforts to **increase transparency in the transfer market.**

France thus supports the comparison website www.envoidargent.fr, whose recent certification by the World Bank will help fine-tune the monitoring of transfer costs from France (11.8% decrease in the last quarter of 2012, to 10.7% in the first quarter of 2013).

Envoidargent.fr: the website monitoring the cost of sending money abroad

The website www.voidargent.fr is managed by the AFD and funded by the Ministry of Foreign Affairs.

This site brings together money transfer stakeholders with sometimes diverging interests, including financial institutions (banks, money transfer operators and microfinance institutions), migrants' international solidarity organizations, NGOs and local governments.

Its members include 22 civil society organizations and it compares the prices and services of 18 financial institutions (banks and money transfer operators). As of January 2013, it covers 26 countries (Algeria, Benin, Brazil, Burkina Faso, Cambodia, Cameroon, Cape Verde, China, Comoros,

Congo, Côte d'Ivoire, Democratic Republic of Congo, Gabon, Guinea, Haiti, Madagascar, Mali, Mauritius, Morocco, Romania, Senegal, Sri Lanka, Togo, Tunisia, Turkey and Vietnam).

The website's editorial management and media exposure on social networks have increased the number of visits, which now reaches nearly 15,000 per month. The site has been accredited by the World Bank since March 2013. This authoritative certification is based on compliance with 12 criteria including the visibility and transparency of costs (clear display of costs, exchange margins, commissions, exchange rates of the operators, etc.) as well as on the implementation of a regular control process.

A first study published in 2008 on migrants' remittances to the Maghreb and to the Franc Zone was followed by dissemination workshops in Casablanca and in Bamako in 2009. Consequently, the African Development Bank and the AFD, in association with the Ministries of Foreign Affairs and of the Economy and Finance, tasked the non-profit Savings Without Borders (*Épargne sans frontières*) with conducting the study **"Reducing the costs of migrant's money transfers and optimizing their development impact: financial products and tools for the Maghreb and the Franc Zone"**.

The study was officially presented in Paris on 21 February 2012. Workshops followed in France and abroad (Cameroon, Comoros, Morocco and Senegal) to help fine-tune the recommendations and assess their relevance. The African Development Bank will organize a final, high-level meeting in Tunis in the autumn of 2013 to disseminate the follow-up mechanisms on progress and reforms needed to lower the costs of migrants' transfers, with a view to optimizing their use in support of the development of countries of origin.

Box 7

Study on “Reducing the costs of migrants’ money transfers and optimizing their development impact”

This study was entrusted to the non-profit Savings without Borders and supported by the African Development Bank and the French authorities. It analysed the means of reducing the cost of migrant money transfers and optimizing their contribution to the development of countries of origin through financial, technological and regulatory innovations.

Its recommendations focus on five areas:

- strengthening competition in the market of money transfers, including through lifting exclusivity clauses enjoyed by money transfer operators and promoting new forms of fund transfers;
- developing bi-national banking, making it possible to carry out banking and financial operations in countries of origin from places of residence. This will promote financial inclusion in countries of origin and help leverage transferred savings;
- promoting mutually supportive bi-national banking, with the aim of leveraging the savings of nationals in countries of residence towards countries of origin in a structured manner, to fund local development and the achievement of individual projects;
- reinforcing the use of information and communication technology in support of bi-national banking: mobile banking, e-banking and, more generally, distance banking as a tool to facilitate money transfers and banking services penetration;
- promoting financial and stock market products as instruments to leverage the savings and expertise of expatriates to enhance financial systems and economies in countries of origin.

To implement these recommendations, existing products and services should evolve and new actors should enter the money transfer market. There are also challenges in the legal, regulatory and supervisory fields for the authorities of the countries concerned (Cameron, Comoros, Morocco, Senegal and Tunisia).

Box 8

The African Development Bank’s multi-donor trust fund in support of its “Migration and Development” initiative

This multi-donor trust fund (MDTF), fuelled by contributions from France, the United States Agency for International Development (USAID) and the United Nations Organization for Food and Agriculture (FAO), funds efforts in several fields:

- making information more available and assisting different stakeholders in the field of fund transfers;
- assisting in the reform of regulatory frameworks;
- developing new financial products;
- assisting migrants in promoting local development and productive investment.

The MDTF (www.fundsforafrica.org) is active in the Maghreb, West Africa, Central Africa and in the Indian Ocean through specific calls for proposals. Two themes have so far been addressed:

- “reducing the cost of transfers using new financial products in the West African Economic and Monetary Union (WAEMU)”;
- “promoting investment and local development” for countries in the Maghreb and West Africa on the one hand, and for Central Africa and the islands of the Indian Ocean (Comoros, Madagascar, Mauritius and the Seychelles) on the other hand.

The African Development Bank’s Migration and Development Initiative, which has received €7 million in support from France, is a genuine opportunity to support projects implementing the recommendations of the study.

2.2 Supporting migrants’ productive investment and entrepreneurship

➔ Setting up a business is one way for migrants to contribute to the development of their country of origin through job creation and economic dynamism, including outside urban areas. However, the details of such entrepreneurship remain little-known and its potential is under-exploited.

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Box 9

Support programme for migrants' productive investment in French-speaking West and Central Africa

Following a feasibility study in French-speaking West and Central Africa, AFD developed a €3 million regional programme to support migrants' productive investment, funded from the co-development budget.

The programme focuses on migrant entrepreneurs with investment projects of more than €30,000 and with significant own capital. Its goals are threefold:

- supporting governments in the formulation and operational implementation of a strategy to promote and receive productive individual or collective investment from their respective diasporas;
- establishing suitable support instruments to inform and vet entrepreneurs along the investment process, from France to the place of investment, through a certification-type process;

- promoting access by those investments to existing financial services and supporting the creation of dedicated financial products and services.

The programme will be based on a support chain for potential investors, covering entrepreneurs' projects both upstream and downstream. Furthermore, it will establish a certification system for providers of non-financial services so as to help supported projects access funding. The funding aspect provides for the promotion of dedicated financing instruments, especially in Cameroon, Senegal and Côte d'Ivoire, which have been identified as implementing countries for this programme.

Businesses set up by migrants have the same needs as any other company, in addition to the particular constraints linked to their dual location. Therefore, apart from **instruments supporting** the specific skills of each entrepreneur, issues such as **bi-national banking and access to finance** deserve particular attention.

France backs **specific actions to support business creation and productive investment** by migrants. This means increasing productive investment, developing business opportunities by promoting French expertise, fostering technology transfers and creating jobs in countries of origin thanks to the capital and experience acquired in France by migrants.

France shares its long experience in this area internationally by **supporting research and exchange with other states to identify best practices and factors that obstruct or support migrant entrepreneurship**.

Box 10

The 8th Expert Meeting of the Interactive Map on Migration project (i-Map)

As part of the Dialogue on Mediterranean Transit Migration (MTM), the meeting was an opportunity to present the i-Map project as a source of data on initiatives focused on migrant business creation (www.imap-migration.org).

The discussions led to agreement on general principles to take into account: not all migrants have the potential to become entrepreneurs and public policies should support those projects that have the best chances of success; the term migrant should be extended to the diaspora as a whole as its transnational nature promotes mobility, which in itself is a positive factor for business creation.

Points for attention were also identified:

- better knowledge of migrant entrepreneurs to confirm their needs;
- evaluation and dissemination of experience;
- access to financial products through bi-national banking for migrants and financial education;
- development of both upstream and downstream support for business creation.

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3. BUILDING PARTNER COUNTRY CAPACITIES

→ Countries of origin are increasingly involved in mobility management. France's strategy on migration and development is based on the **specific needs of southern partner states**, their local governments and regional organizations. One specific objective is to **build the capacities of these partners** to take account of migration in their development strategies.

3.1 Supporting partner country “migration and development” policies

→ France intends to help build the capacity of partner States in the field of migration and development at the central and decentralised levels, as well as that of local government, to reinforce the contribution of migration to the development of countries and districts of origin.

There is consensus on the need to **take on board migration issues in development planning** (conclusions of the Global Forum on Migration and Development, United Nations reports, European policies), based on the observation that developing countries can take full advantage of the resources procured by migrations and minimize their negative impact (brain drain, territorial conflicts, etc.).

France's action thus aims to **build the capacities of its partners to integrate migration into their development strategies**, focusing on the following areas:

- factors explaining migration (economic, social, educational, cultural, environmental, health, etc.);
- knowledge of the diaspora (skills, geographical distribution);

- national and international labour mobility issues;
- optimization of migration impact (local attractiveness and development, reduction of money transfer costs in relation to investment by the diaspora, harnessing of existing skills, support for economic development, health and employment policies, etc.).

3.2 Strengthening local governance through mobility and migration

→ The migration and development policy is designed in association with other actions aimed at **consolidating democratic governance**, including those strengthening local and national governance and decentralization processes.

Beyond the traditional areas of action for co-development (improving access to basic services in education, health, drinking water, etc.), **France's migration and development strategy builds on the favourable context of decentralization to strengthen the contribution of migrants to local governance.**

Migrants are **catalysts to strengthen the decentralization process**: they promote a culture of cooperation, strengthen the expertise of local stakeholders in local development as well as technical and financial management, and communicate good governance standards.

The significant contribution of migrants to local governance is also central to many **decentralized cooperation partnerships**, whereby French local governments work with MISOs established on their territories.

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The French-Malian “Mobility and migration for development” programme

The orientations of the French-Malian “Mobility and migration for development” programme are based on the seminar of 10 April 2013: “The Malian diaspora for peace and development in Mali”. The seminar highlighted new possible action by the diaspora in a post-crisis and national reconciliation context, at a time when the Malian diaspora is becoming younger, more female and more qualified.

Two particular areas stood out: the need to enhance the economic impact of Malian migration by promoting job-creating entrepreneurship initiatives; and support to stronger local governance.

The programme thus targets three areas:

- building capacities to take migration on board in Malian public policies;
- co-financing and supporting local development projects;
- productive investment and migrant entrepreneurship.

The first component aims to:

- contribute financial and technical support to Mali’s migration and development policy;
- finance research programmes on the Malian diaspora;
- support Malian local governments in formulating and setting up action plans on mobility and development;
- harness the skills of young people and the qualified diaspora for local capacity-building operations.

4. ACTING FOR GLOBAL GOVERNANCE ON MIGRATION

4.1 Supporting knowledge production

→ The link between migration and development is not proven either way: development does not slow migration in the first decades of emergence, nor does migration alone kick-start the development of a country; though if it is concentrated, it can have effects at the local level. To understand better the interactions between migration and development, research is essential. This is why France has chosen to support knowledge production in this field.

Understanding and harnessing the skills of migrants for development was the theme of the conference held at the Organisation for Economic Cooperation and Development (OECD) in Paris on 5 October 2012. The event was co-organized by AFD, MAE and the OECD in preparation for the Global Forum on Migration and Development on 21-22 November 2012 in Mauritius. Its aim was to discuss ways of harnessing migrant skills to foster development in their countries of origin, starting from the conclusions of two studies carried out as part of a partnership between France and the OECD: one on the profiles of diasporas in OECD countries; the other suggesting policy options.

Box 12

“Harnessing the Skills of Migrants and Diasporas to Foster Development: Policy Options”, a joint OECD-Ministry of Foreign Affairs report

Migratory flows towards OECD countries continue and change. Migrants are increasingly qualified, particularly women, who are also more often first-time migrants. The number of foreign students is rising, and they represent a high-potential resource for countries of origin and destination. This is also the case for migrants’ children, whose numbers are increasing. Moreover, the patterns of mobility and attachment to countries of origin are changing because of falling transport costs and new communication tools. Migrants are now more skilled, more mobile and more connected, and they want to support actively the development of their countries of origin. This leads us to rethink development policies in the light of the new state of play in migration.

The link between migration and development has thus never been hotter an issue on the international political agenda, and there is growing

awareness of the potential diasporas represent for economic and social development.

Based on the joint study by the OECD and AFD entitled “Connecting with Emigrants: A Global Profile of Diasporas”, the report suggests avenues for reflection to articulate new public policies more capable of using the skills of diasporas in support of the development of countries of origin. Those avenues are focused on a central objective: better identify existing needs and skills to target public policies more effectively in countries of both origin and destination. The report focuses on three areas:

- improving access to information;
- supporting diaspora members’ initiatives;
- further involving local government and employers.

Those studies are available online: the OECD/MAE report at diplomatie.gouv.fr; and the OECD/AFD study at oecd-ilibrary.org.

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4.2 Defending migrants' rights

➔ Protecting human rights is a cross-cutting priority of France's migration and development policy. International and European instruments dedicated to human rights ensure such protection. Moreover, states have specific responsibilities with regard to vulnerable categories of migrants, including unaccompanied minors and victims of human trafficking.

4.3 Contributing to international dialogue

4.3.1 The international community's commitment

➔ For more than 20 years, the issue of mobility and migration has been on the international agenda. The United Nations International Conference on Population and Development was held in Cairo in 1994. It adopted a Programme of Action, laying down a series of objectives regarding internal and international migration:

- study the root causes of migration;
- foster a more balanced spatial distribution of populations;
- facilitate the development of high emigration regions;
- reduce push factors in migratory movements;
- encourage more cooperation and dialogue between countries of origin and destination and greater cooperation to maximize the benefits of migration.

These objectives still stand.

On 14-15 September 2006 the UN held a high-level dialogue on International Migration and Development at the General Assembly in New York. The dialogue led to the creation of the Global Forum on Migration and Development (GFMD).

The GFMD is an informal organization open to civil society and led by member states. The Forum encourages closer cooperation between governments in the area of migration. The GFMD has held meetings annually since 2007, alternately in countries of origin and destination. It took place in Brussels, Manila, Athens, Puerto Vallarta, Geneva and, most recently, in Port Louis, chaired by Mauritius. Sweden will chair the next Forum in 2014.

Box 13

France and the fight against human trafficking

In 2012, France ratified the Palermo Convention and its additional protocol to prevent, suppress and punish trafficking in persons, especially women and children.

France's technical assistance and support efforts apply to all aspects of trafficking: from prevention to punishing traffickers and from raising awareness among vulnerable populations to victim support.

To this end, France implements various cooperation tools, including the €800,000 Priority Solidarity Fund (FSP) project on "Support to the fight against human trafficking in Gulf of Guinea countries" in Ghana, Togo, Benin, Nigeria and Cameroon. The FSP was launched in 2013 and has two main areas of focus:

- building national capacities in the fight against human trafficking;
- strengthening regional cooperation mechanisms to help beneficiary countries exchange best practices and conduct joint actions.

The European Union supports numerous regional dialogues on migration issues at its borders, aimed at encouraging discussion, cooperation and programmes between volunteer European countries and the main countries bordering the EU. They are based on the principles of a "Global Approach to Migration and Mobility" (GAMM), which comprise four equally important pillars:

- combating irregular migration;
- regulating legal migration;
- maximizing the development impact of migration;
- promoting international protection of migrants.

The main European dialogues have been initiated with Eastern Europe (Prague and Budapest Processes), Africa (Migration, Mobility and Employment Dialogue, Rabat Process, EU/ACP Dialogue) and the Mediterranean region (the Mediterranean Transit Migration Dialogue, Euromed Migration III Project).

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4.3.2 France in international migration discussions

➔ Among the regional dialogues led by the EU, France is particularly involved in the Rabat Process. It was initiated in Morocco in 2006 and brings together 57 countries to discuss a holistic approach to migration. France hosted the Paris Conference in 2008 and supported the “Dakar Strategy” in 2011, which established an ambitious plan to develop and implement concrete projects.

France is also one of the countries that drive the “5+5 dialogue” involving 5 northern Mediterranean countries (France, Italy, Malta, Portugal and Spain) and 5 southern Mediterranean countries (Algeria, Libya, Mauritania, Morocco and Tunisia), notably on mobility and development issues. The Malta Summit Declaration of 5 October 2012 defined a new approach to mobility between Mediterranean countries, based on the flow of skills and talents.

France is also an actor in the discussions on global migration governance, as demonstrated by its growing participation in the activities of the **International Organization for Migration (IOM)** since its re-accession in 1992. France is also a **member of the Global Forum on Migration and Development’s Steering Group**. It plays an active role in preparing the upcoming **high-level dialogue on International Migration and Development**, which will be held in **New York** during the 68th session of the United Nations General Assembly on **3-4 October 2013**. The dialogue will:

- cover the issue of diaspora commitment to development, the coherence of development and migration policies, migrants' rights and global migration governance;

Box 14

Study on the “Integration of migration into the comprehensive post-2015 development framework”

In early 2013, the Ministry of Foreign Affairs tasked the *Institut de recherche pour le développement* (IRD, Research Institute for Development) with a study on integrating the issue of migration into the new post-2015 development framework.

At least two avenues exist to include the issue of migration in the international post-2015 development framework: making increased mobility a goal in itself; or considering migration as a factor to achieve different socio-economic goals.

- coincide with the negotiations on the new **post-2015 development framework** which will follow on from the Millennium Development Goals (MDGs) adopted by the international community in 2000.

France was one of the initiators of this dialogue and wishes to explore all avenues to maximize the contribution of migration to the development of countries of origin and destination while minimizing its costs.

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LIST OF ACRONYMS

AFD	<i>Agence française de développement</i> (French Development Agency)
AfDB	African Development Bank
ARAMIS	<i>Aide régionale aux associations pour les microprojets internationaux de solidarité</i> (Regional Assistance for Associations with International Solidarity Microprojects)
FAO	United Nations Food and Agriculture Organization
FORIM	<i>Forum des organisations de solidarité internationale issues de la migration</i> (Forum of Migrants' International Solidarity Organizations)
FSP	<i>Fonds de solidarité prioritaire</i> (Priority Solidarity Fund)
GFMD	Global Forum on Migration and Development
IOM	International Organization for Migration
IRD	<i>Institut de recherche pour le développement</i> (Research Institute for Development)
MAE	<i>Ministère des Affaires étrangères</i> (Ministry of Foreign Affairs)
MDGs	Millennium Development Goals
MDTF	Multi-donor trust fund
MISO	Migrants' international solidarity organization
MTM	Mediterranean Transit Migration
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development
PAISD	<i>Programme d'appui aux initiatives de solidarité pour le développement</i> (Programme to Support Solidarity Initiatives for Development)
PFCC	<i>Programme franco-comorien de codéveloppement</i> (Franco-Comoros Co-development Programme)
PRA-OSIM	<i>Programme d'appui aux projets des organisations de solidarité internationale</i> <i>issues de la migration</i> (Programme of Support to the Projects of Migrants' International Solidarity Organizations)
UN	United Nations
USAID	United States Agency for International Development

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Migration is central to international dynamics linked to major demographic shifts, disparities in income and opportunities, as well as conflicts and climate change. According to 2013 United Nations figures, there are over 214 million international migrants and 740 million internal migrants throughout the world, meaning that migration affects one in seven people worldwide.

France recognizes the role of migration in the development of partner countries. Migrants take part in development through their financial, technical and cultural contributions. France has drawn from that conviction to articulate policy orientations on “migration and development”, which are the subject of this report. They are based on proposals submitted by civil society during the National Conference on Development and International Solidarity (November 2012 - March 2013).

French policy aims to bolster migrants’ contributions to the development of their countries and districts of origin. To this end, the French Ministry of Foreign Affairs has divided its action into four complementary pillars:

- supporting the solidarity potential of migrants;
- supporting the investment potential of migrants;
- building the capacities of southern partner countries to integrate mobility and migration into their development strategies;
- contributing to international dialogue and knowledge production on mobility, migration and development.

