

A publication of the United Nations System
Chief Executives Board for Coordination



International Migration and Development: Contributions and Recommendations of the International System

Coordinated by UNFPA and IOM



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The Editor would like to acknowledge in particular the commitment and warm cooperation of colleagues from the contributing entities who coordinated, and in some cases, authored, the respective chapters of their organization or agency. This book is the culmination of work begun in 2012 by IOM and UNFPA colleagues, Maureen Achieng, Jennifer Zimmermann, Lea Matheson and Ann Pawliczko, to compile a set of Recommendations and Outcomes on migration for the HLD 2013 by the international entities represented for the most part herewith. The unflagging support and guidance of Karoline Popp, Ann Pawliczko, Michele Klein Solomon and Jill Helke made it possible to complete the publication in the short time available in 2013. The partnership of UNFPA and IOM in overseeing this initiative has been exemplary, and illustrates one of the key messages of the book, namely, the ability of international organizations to work together harmoniously on diverse migration issues for the common good.

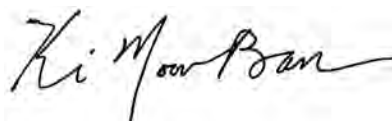
Preface

International migration is as old as human history and continues to define and reshape nations, cultures and the day-to-day life of many millions of people. It would be wrong to assert that its impact has always been benign, particularly for indigenous populations, but today it is also increasingly evident that migration consistently benefits countries of destination and origin, as well as migrants themselves.

In our globalized world, it is important to recognize migration as a key enabler for equitable, inclusive and sustainable social and economic development. However, to fully realize the potential of migration for the creation of wealth, trade, jobs and social empowerment, we need policies that recognize the positive contribution of migrants, protect their human rights and better manage their movements.

International migration is a complex issue that calls for comprehensive and collaborative solutions. No government can address the migration issue alone. It affects every region, with South-to-South movements as significant as those from South to North. The 2013 United Nations General Assembly High-level Dialogue on International Migration and Development is an opportunity for Member States to lay the foundation for improved local, regional and international migration policies and to highlight the importance of migration in preparing the post-2015 development agenda.

This publication details how the United Nations system supports migrants, societies affected by migration and policymakers. I thank the United Nations Population Fund and the International Organization for Migration for coordinating the preparation of this report and commend it to all who are interested in realizing the full development potential of migration.



BANKi-moon
United Nations
Secretary General

Foreword

Human mobility is a fact of life. People have always migrated to adapt to, or escape from, difficulties and disasters, or spurred by curiosity and dreams of a better life. What has brought particular attention to migration in recent years is the scale and complexity of movements, touching almost all countries around the world, catalysed by speed of information flow and means of transportation, and the increasing awareness of the countless developmental opportunities and challenges which mobility offers to migrants, their families, communities and societies at large.

As our knowledge of the importance of migration for development has grown, so has the international system around migration. Today we speak about the “global governance of migration,” which embraces that broad infrastructure of State and non-State institutions, policies, laws, practices and partnerships at the national, regional and international level addressing migration issues. This multi-level, multi-actor form of governance has made significant strides since the call for more inter-State cooperation on migration by the 1994 International Conference on Population and Development.

The first responsibility to deal with migration in ways that protect and support their citizens abroad and the migrants within their own borders rests with States. But attempts to manage international migration unilaterally have not been successful and States have turned to international cooperation, ranging from bilateral labour agreements to regional consultative processes on migration and global dialogue platforms. Equally, we have today a greater appreciation that narrow, one-dimensional approaches to migration cannot adequately address the phenomenon. Migration touches on issues of human rights, development, population, children, family, education, gender, health including reproductive rights and access to reproductive health, environment, trade, labour, economics, social protection, security and social cohesion – to name just the main ones. Just as countries have sought collaborative approaches at the inter-State level, governments are increasingly pursuing “whole-of-government” approaches domestically. In all of these endeavours, States have been supported by, indeed have partnered with, the United Nations system and the International Organization for Migration.

In short, cooperation and partnership are increasingly indispensable in today’s interconnected world. The best outcomes are only possible where migrants and their families are able to exercise their basic rights, so they can move in safety and dignity. These are the principal messages we wish to put to the second High-level Dialogue on International Migration and Development in 2013.

In preparation for the High-level Dialogue, the High-level Committee on Programmes of the UN System Chief Executives Board for Coordination (CEB) in 2012 requested the United Nations Population Fund (UNFPA) and the International Organization for Migration (IOM), in collaboration with the Global Migration Group (GMG), to coordinate a set of draft recommendations and outcomes on migration. A large range of international organizations and entities inside and outside the United Nations contributed towards this endeavour. The process cemented consensus among the contributors around migration and revealed the high degree of cooperation that exists between the various entities on the ground.

The summary of recommendations and outcomes on migration was presented to and approved by the CEB, and the Board acknowledged that the rich material which had been produced in the course of this collaboration contained important insights and lessons learned which could be of interest to a broader audience. As a result, it was agreed that UNFPA and IOM edit a compendium of all the contributions for publication. We are therefore delighted to present this book consisting of the inputs of 28 UN and associated entities, loosely referred to in the book as the “HLCP–GMG” agencies. These include the members of the Global Migration Group, 10 non-GMG agencies, the Special Rapporteur on the Human Rights of Migrants and the NGO Committee on Migration. Valuable inputs and advice were also given by the Special Representative of the Secretary General on International Migration and Development.

The book, therefore, offers an overview of the work of the United Nations, IOM and related partners on migration since the first High-level Dialogue in 2006. It aims to serve States and other migration stakeholders for the HLD and beyond as a reference on the various facets of the international system supporting safe, dignified and enriching mobility for all.

We are very pleased to work jointly and together with partners on different parts of migration which is such an important aspect of development.



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List of acronyms

ACP	Africa, Caribbean and Pacific
ADF	African Development Forum
AfDB	African Development Bank
ARDIM	Africa Regional Policy Dialogue on International Migration
ASEAN	Association of Southeast Asian Nations
CCEMA	Climate Change, Environment and Migration Alliance
CEB	United Nations Chief Executives Board for Coordination
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CELAC	Community of Latin American and Caribbean States
CEM	Country economic memorandum (Republic of Moldova)
CHI	Child Helpline International
CILSS	Permanent Interstate Committee for Drought Control in the Sahel
CIS	Commonwealth of Independent States
CMW	UN Committee on the Protection of the Rights of All Migrant Workers and Members of their Families
CPD	Commission on Population and Development
CPSS	Committee on Payment and Settlement Systems
CRC	Convention on the Rights of the Child
CSD	Civil Society Days
CSOs	Civil society organizations
CSW	Commission on the Status of Women
DFID	UK Department for International Development
DGD	Day of General Discussion
DRR	Disaster risk reduction
DWCP	Decent Work Country Programmes
EAC	East African Community
ECLAC	United Nations Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
EPS	Republic of Korea's Employment Permit System
EU	European Union
EUI	European University Institute
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign direct investment

FFR	Financing Facility for Remittances
GCC	Gulf Cooperation Council
GCIM	Global Commission on International Migration
GED	Global Education Digest
GFCS	Global Framework for Climate Services
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
GR	General Recommendation (United Nations)
GRWG	Global Remittances Working Group
HLCP	UN High-level Committee on Programmes
HLD	High-level Dialogue on International Migration and Development
HNB	Hatton National Bank (Sri Lanka)
IASC	Inter-Agency Standing Committee
ICAO	International Civil Aviation Organization
ICAT	Inter-Agency Coordination Group against Trafficking in Persons
ICBWG	Implementation and Capacity Building Working Group
ICGMD	International Conference on Gender, Migration and Development
ICRMW	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
IDB	Inter-American Development Bank
IDM	International Dialogue on Migration
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMI	Internal Migration in India Initiative
IML	International Migration Law Course
IMO	International Maritime Organization
IOM	International Organization for Migration
IP	Intellectual property
ITC-ILO	International Training Centre of ILO
ITUC	International Confederation of Trade Unions
JMDI	Joint Migration and Development Initiative
KNOMAD	Knowledge Partnership on Migration and Global Development
LDC(s)	Least developed country(ies)
LPHM	Learning Platform on Human Mobility
LRAs	Local and regional authorities
MDGs	Millennium Development Goals
MFI	Microfinance institutions
MICS	Multiple Indicator Cluster Surveys

MIDA	Migration for Development in Africa
MiRPAL	Migration and Remittance Peer Assisted Learning Network
MISA	Migration Information System in Asia
MoLVT	Ministry of Labour and Vocational Training (Cambodia)
MRTD(s)	Machine-readable passports and other travel document(s)
MTO	Money transfer operator
NFPCSP	National Food Policy Capacity Strengthening Programme (Bangladesh)
NGO(s)	Non-governmental organization(s)
NHDR(s)	National human development report(s)
NMHSS	National meteorological and hydrological services
OCHA	Coordination of Humanitarian Affairs
ODA	Official Development Assistance
ODCCP	United Nations Office for Drug Control and Crime Prevention
OHCHR	Office of the High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PCT	Patent Cooperation Treaty
PKD	ICAO's Public Key Directory
PPSA	Postal Payment Services Agreement
PSDG	Payment Systems Development Group
RCP(s)	Regional consultative process(es) on migration
REC(s)	Regional economic community(ies)
RHDR(s)	Regional human development report(s)
SADC	Southern Africa Development Community
SAHRC	South African Human Rights Commission
SAR	International Convention on Maritime Search and Rescue
SARPs	Standards and Recommended Practices
SDC	Swiss Agency for Development and Cooperation
SOLAS	International Convention of Life at Sea
SRSg	Special Representative of the Secretary General
SU/SSC	Special Unit for South–South Cooperation
TAB/MRTD	ICAO Technical Advisory Group on Machine Readable Travel Documents
TRIANGLE	Tripartite Action to Protect Migrant Workers from Labour Exploitation
TRQN	Temporary Return of Qualified Nationals
UN DESA	Population Division of the United Nations Department of Economic and Social Affairs
UN.GIFT	United Nations Global Initiative to Fight Human Trafficking
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCTs	United Nations Country Teams

UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNECE, ECE	UN Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCAP, ESCAP	United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCO–IHE	UNESCO–Institute for Water Education
UNESCWA	United Nations Economic and Social Commission for Western Asia
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNISDR	United Nations Office for Disaster Risk Reduction
UNITAR	United Nations Institute for Training and Research
UNODC	United Nations Office on Drugs and Crime
UPU	Universal Postal Union
WB	World Bank
WBG	World Bank Group
WHA	World Health Assembly
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
YEM	Youth, Employment and Migration



CHAPTER

1

**The international
system working as one**

The international system working as one

The global discourse on migration has shifted significantly in recent years with the increase in knowledge and awareness about the multifaceted nature of human mobility and its potential to benefit development at the human, social and economic levels. The various players in the international system that are engaged in migration issues – the United Nations (UN), the International Organization for Migration (IOM), UN and IOM Member States, regional cooperation mechanisms (both formal and informal), civil society and other concerned stakeholders – have all contributed to this changing discourse.

Since the first UN General Assembly High-level Dialogue on International Migration and Development (HLD) in 2006, there has been growing consensus that migration can be beneficial for all concerned if managed in ways that facilitate safe and empowering mobility, while ensuring that migrants' human rights are respected and protected. International cooperation and partnership are essential to promoting the development potential of migration, while addressing its negative effects. The second UN HLD, to be held in October 2013,¹ will take stock of the international debate and activities around migration since 2006, and the international system underpinning these.

This book showcases the mandates and work of 28 UN organizations and related international entities engaged with international migration issues, which have supported the UN System Chief Executives Board for Coordination (CEB)² in preparing for the second HLD. They comprise members of the CEB, including the 16-member Global Migration Group (GMG), which includes IOM;³ the Special Rapporteur on the Human Rights of Migrants; and the NGO Committee on Migration.⁴ For the purposes of the book, these bodies are referred to as “HLCP–GMG agencies.”

¹ The second High-level Dialogue on International Migration and Development (HLD) will be held during the UN General Assembly's sixty-eighth session, from 3 to 4 October 2013. Information on the preparation for the HLD can be found at: www.un.org/population/migration/hlmimd2013/highlevelmim2013.htm.

² The UN System Chief Executives Board for Coordination (CEB), chaired by the UN Secretary General is the main instrument for 29 executive heads of the UN system to coordinate their actions and policies. Its High-level Committee on Programmes (HLCP) advises on policy, programme and operational matters of system-wide importance and fosters inter-agency cooperation and coordination on behalf of the CEB.

³ IOM is a founding member of the GMG, but it is not a UN agency and therefore also not a member of the CEB.

⁴ The HLCP–GMG agencies that contributed to this book include: the 16 GMG members, namely, ILO, IOM, The UN Conference on Trade and Development (UNCTAD), the UN Department of Social and Economic Affairs (UN DESA), the UN Development Programme (UNDP), UNESCO, the UN Population Fund (UNFPA), the UN High Commissioner for Refugees (UNHCR), UNICEF, UN Institute for Training and Research (UNITAR), the UN Office on Drugs and Crime (UNODC), the Office of the UN High Commissioner for Human Rights (OHCHR), the UN regional commissions, UN Women, WHO and the World Bank; 10 non-GMG agencies, namely, the Food and Agriculture Organization (FAO) of the United Nations, the International Civil Aviation Organization (ICAO), the International Fund for Agricultural Development (IFAD), the International Maritime Organization (IMO), UNAIDS, the UN Environment Programme (UNEP), UN-Habitat, Universal Postal Union (UPU), WIPO and the World Meteorological Organization (WMO); the Special Rapporteur on the Human Rights of Migrants; and the NGO Committee on Migration. The Special Representative of the Secretary General for International Migration and Development (SRSG) also contributed to the recommendations and outcomes on migration reflected in this book.

This book draws on the individual contributions that the HLCP–GMG agencies have compiled into a set of recommendations and outcomes for the 2013 HLD, as mandated by the High-level Committee on Programmes (HLCP) of the CEB in April 2012 and coordinated by the UN Population Fund (UNFPA) and IOM in collaboration with the GMG. It illustrates the significant work undertaken by the various contributors in support of migrants, their families and societies touched by migration. The agency chapters draw the attention of policymakers and practitioners to the existing tools, guides and good practices that can help create enabling migration and development policy environments.

The book also offers some unique insights into the growing coherence of action among these key international players in the area of migration. The collaboration among the agencies represented in this book reflects ongoing efforts to advance global understanding and inter-agency cooperation on migration. The book thus helps to fill a gap in knowledge about the “international system” around migration.

Inter-agency perspectives on migration and development

The 2013 High-level Dialogue offers a timely opportunity to take stock of the mandates and work of the United Nations and its partners in the migration (and development) field since the first HLD. It also marks an important occasion to discuss how migration may be integrated into the post-2015 United Nations development agenda.

To prepare their proposed recommendations and outcomes on migration for the 2013 HLD, as requested by the CEB, the relevant international entities were asked to complete a questionnaire covering the following areas:

- (a) Their activities to promote the development aspects of international migration, undertaken since the 2006 HLD;
- (b) The support they provided to the Global Forum on Migration and Development (GFMD);
- (c) Good practices identified in the organizations’ respective fields;
- (d) Challenges in carrying out their work;
- (e) Perceived gaps in the field of migration and development;
- (f) Recommendations for the 2013 HLD.

The summary of responses to the questionnaire formed the basis of the recommendations and outcomes on migration submitted to the CEB in early 2013 in preparation for the HLD. In their more detailed form, the agency responses provided

the substance for the chapters in this book, which are structured in line with the areas surveyed, as listed above.

In their responses to the questionnaire, the contributing agencies pointed to the urgency of concerted action by all stakeholders in a world where migration and development interconnect in complex, ever-widening and evolving ways. As policymakers increasingly understand and seek to strengthen these connections, they are looking to factor migration into other areas of public policy relevant to development. This, in turn, requires better coordinated support from the United Nations and related international entities with relevant mandates in these areas.

In the “Recommendations and Outcomes” paper, the agencies represented in this book agreed on the following key elements for improved policies and practices at the international, regional and local levels to enhance the development outcomes of migration for migrants and societies:⁵

- (a) Facilitating orderly and safe mobility, recognizing that greater mobility is inevitable and indeed necessary in the twenty-first century;
- (b) Aspiring to make migration a genuine choice, instead of a desperate necessity;
- (c) Prioritizing the protection of migrants and their human rights – including labour rights; access to asylum, health and decent work; considerations of social protection and well-being; and the rights of all children in the context of migration – in rights-based and gender-sensitive policies and practices;
- (d) Focusing on the human development potential of migration, including the potential to improve the lives of individuals and families, as well as migration’s contribution to the economic growth and development of countries;
- (e) Addressing public perceptions of migrants and migration to counter anti-migrant sentiment, xenophobia and discrimination, and raise awareness of migrants’ overwhelmingly positive contributions to societies of origin and destination;
- (f) Recognizing that forced and voluntary forms of migration are not always easily distinguishable, and ensuring protection and assistance for the most vulnerable;
- (g) Committing to cooperation with all partners involved in and affected by migration, while recognizing the sovereign prerogative of States to determine the entry into and stay of non-nationals on their territories, within the limits set by States’ international legal obligations;

⁵ These key elements were cited verbatim from the Executive Summary of the proposed Recommendations and Outcomes for the 2013 UN General Assembly High-level Dialogue on International Migration and Development, considered and endorsed by the CEB at its first regular session for 2013 on 5 April 2013.

- (h) Finding balanced measures to combat harmful forms and effects of migration, including cross-border trafficking in persons and smuggling of migrants, while protecting human rights.

This ad hoc collaboration among 28 entities in formulating a common set of recommendations and outcomes on migration for the 2013 HLD marked a new stage in the evolution of a more coherent and broad-based framework for dialogue and cooperation on migration, which started with the Programme of Action of the 1994 International Conference on Population and Development (ICPD).

Tracing global cooperation on migration from 1994 to 2013

The year 1994 was a defining moment in the recent history of multilateral cooperation on migration.⁶ The International Conference on Population and Development (ICPD) in Cairo produced the first comprehensive agenda and call for global action to deal with international migration. In particular, Chapter 10 (“International Migration”) of the ICPD Programme of Action urged States to cooperate on issues ranging from promoting the development potential of migration to respecting the human rights of migrants, combating human trafficking and reducing irregular migration.⁷ It remains one of the most comprehensive texts on international migration adopted by the international community to date.

Following Cairo, the issue of international migration and development has been a sub-item with biennial periodicity on the agenda of the second Committee of the General Assembly. Major UN conferences and their outcome documents, including the World Summit for Social Development (Copenhagen, 1995), the fourth World Conference on Women (Beijing, 1995), the UN Millennium Declaration (2000),⁸ the 2001 Durban Declaration and Programme of Action (of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance), and the World Summit Outcome (2005) all have addressed relevant aspects of international migration.

Yet throughout the 1990s and early 2000s a basic tension remained between the desire of some States to retain the sovereign right to determine who may enter and remain in their respective territories and the growing desire of others for rights-based and multilateral approaches to migration governance. Repeated calls by some Member States to convene a world conference on international migration remained

⁶ Note that international labour migration had already been discussed for many years at the ILO, leading to the adoption of Convention No. 97 in 1949 and No. 143 in 1975, which (as well as their accompanying recommendations, No. 86 and No. 151) have been ratified by 49 and 23 States, respectively, as of 29 May 2013. Discussions on the UN Migrant Workers Convention started in 1979, and, in 1985, the UN General Assembly adopted the Declaration on the Rights of Individuals who are Not Nationals of the Country in Which They Live (A/RES/40/144), available at www.un.org/documents/ga/res/40/a40r144.htm.

⁷ See Chapter 10 of the ICPD Programme of Action at www.unfpa.org/public/home/publications/pid/1973.

⁸ It should be noted, however, that the Millennium Development Goals do not make particular reference to migration.

unanswered, and it took almost a decade before the ICPD recommendations were acted upon within the UN system.

The lack of consensus among Member States about how and whether to move forward on the global migration agenda is in part exemplified by the UN International Convention on the Protection of the Rights of Migrant Workers and Members of their Families (ICRMW). Adopted in 1990 after more than ten years of discussion, it took another 13 years before the ICRMW entered into force in 2003. As of 3 May 2013, only 46 States were party to the Convention, none of which were high-income destination countries.

At the same time, the need for better dialogue and cooperation on migration issues had become clear, as no State could effectively manage the full complexity of migration on its own. In the 1980s and 1990s, regional groups of governments began creating informal, non-binding regional consultative processes on migration (RCPs) to discuss common, “neighbourhood” migration challenges, in some cases expanding these to interregional dialogue processes.

A number of further developments occurred at the turn of the millennium, reflecting the need for more multilateral, interdisciplinary dialogue on migration:⁹

- (a) A global consultative process, the Berne Initiative, was set up in 2001 by Switzerland to manage cross-border migration through enhanced understanding and inter-State cooperation. Its outcome document, “International Agenda for Migration Management,” was in some ways a precursor of the GFMD.
- (b) In 2001 IOM Member States initiated the International Dialogue on Migration, a multi-stakeholder forum for migration policy dialogue, to allow themselves and IOM Observer States, as well as international and non-governmental actors, to analyse current and emerging issues in migration governance.
- (c) In his 2002 report on “Strengthening of the United Nations: An agenda for further change” (A/57/387), then UN Secretary General Kofi Annan identified migration as a priority issue for the international community. As a follow-up, Kofi Annan convened a working group which recommended in its final report in 2003 the establishment of the Global Commission on International Migration.
- (d) In 2003 the General Assembly agreed to devote a high-level dialogue to international migration and development in 2006. In contrast to a migration conference, which

⁹ For further information, see: UNFPA and IOM, “Towards the High-level Dialogue on International Migration and Development: From the 1994 Cairo International Conference on Population and Development to the Present,” background paper for the 2013 High-level Dialogue Round Table, available at www.unobserver.iom.int/index.php/hld-series (2012); and United Nations, *Compendium of Recommendations on International Migration and Development: The United Nations Development Agenda and the Global Commission on International Migration Compared* (New York, United Nations, 2006), available from www.un.org/esa/population/publications/UN_GCIM/UN_GCIM_ITTMIG.pdf.

would require negotiations, it was determined that the outcome document of the high-level dialogue would be a non-binding “Chairman’s Summary.”

- (e) In 2003 the Geneva Migration Group was established by ILO, IOM, OHCHR, UNCTAD, UNHCR and UNODC as an informal consultative body for the heads of agency on cross-cutting migration issues.
- (f) In 2004 the International Labour Conference of the ILO adopted the Plan of Action for Migrant Workers, which is based on international labour standards, including, specifically, for the protection of migrant workers,¹⁰ and supports a rights-based approach to labour migration while recognizing labour market needs. The centrepiece of the Plan of Action is the non-binding Multilateral Framework on Labour Migration, approved by the ILO Governing Body in 2006. Both address migration and development and provide good examples of multi-stakeholder cooperation at the global level (governments and workers’ and employers’ organizations).
- (g) In 2005 the Global Commission on International Migration (GCIM) proposed six global principles for action and the establishment of a high-level group of agencies involved in migration-related activities to guide and implement a more coherent global system of migration governance.¹¹

In response to the recommendations of the GCIM, Kofi Annan appointed Peter Sutherland to be his Special Representative for International Migration and Development (SRSG) and encouraged the Geneva Migration Group to expand into the Global Migration Group (GMG). The new inter-agency group was formed to promote the wider application of international and regional instruments and norms relating to migration and strengthen inter-agency coherence.¹²

The first UN General Assembly High-level Dialogue on International Migration and Development was held on 14–15 September 2006. As a result of the UN HLD, the GFMD was created as an informal, non-binding, voluntary and State-led process to move forward the global dialogue and cooperation on migration. The GFMD was to operate outside the UN system, but closely linked to it through the SRSG. The GFMD process assumed a similar model to that of RCPs, which are also informal and voluntary in orientation.¹³

¹⁰ The standards referred to here are contained in the Migration for Employment Convention (Revised), 1949 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143).

¹¹ See: Global Commission on International Migration (GCIM), *Migration in an Interconnected World: New Directions for Action* (Geneva, GCIM, 2005). Visit the GCIM website (www.gcim.org) for more information.

¹² The GMG today comprises of the following organizations: ILO, IOM, UNCTAD, UN DESA, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNITAR, UNODC, UNOHCHR, the UN regional commissions, UN Women, WHO and the World Bank. For more information about the GMG, visit www.globalmigrationgroup.org/en/what-is-the-gmg.

¹³ See also: I. Omelaniuk, *Global Perspectives on Migration and Development: GFMD Puerto Vallarta and Beyond* (New York, IOM and Springer, 2012), available from www.springer.com/social+sciences/population+studies/book/978-94-007-4109-6.

Framing the migration debate in the development context has helped reduce some of the heat around migration issues and open the way for more integrated and coherent policymaking. Since 2006, more evidence has been gathered about the potential benefits of migration for both developing and developed countries, which has allowed migration to be seen increasingly as a potential win-win option for all involved. Today, in the global discussions on redefining the global development agenda post-2015, migration is viewed as a potential “enabler” for equitable, inclusive and sustainable social and economic development, to the mutual benefit of affected countries, and the human development of migrants, their families and communities, if governed and supported appropriately.¹⁴

Today, the agency-led GMG and State-led GFMD are two of the most important global mechanisms for multi-stakeholder dialogue and cooperation on migration and development which can underpin a more coherent global migration governance system. The GFMD is the largest forum for governments outside the United Nations to discuss migration and development issues, while the GMG brings to the table universal principles, the diversity of perspectives and the technical support necessary for such a complex, cross-cutting subject. As such, the GMG is the pre-eminent multilateral partner of the GFMD.

Global Migration Group – towards coordination, consensus and coherence

The GMG has achieved a measure of interdisciplinary collaboration in recent years that could not have been foreseen, or been possible, a decade ago. It has led to a more open, constructive and congenial climate for inter-agency debate and exchange on migration and development, and has encouraged the adoption of more coherent, comprehensive and better-coordinated approaches to international migration among States and their non-State partners.¹⁵

However, the stark contrasts and diversity of mandates, governance structures, funding, operations, capacities and priorities among its members continue to pose challenges to the GMG as a collective. For example, IOM is dedicated full-time and exclusively to migration and has a broadly defined core migration mandate, while ILO has a constitutional mandate to protect migrant workers that dates back to 1919. For several agencies, migration is not a major part of their work, yet relevant to their respective areas of focus. Some agencies may have a large operational footprint and provide direct assistance to governments, migrants and communities, while others are

¹⁴ This is referenced in the proposed Recommendations and Outcomes paper for the 2013 HLD compiled by the HLCP–GMG Group for the CEB. See also the report to the Secretary General by the UN System Task Team on the post-2015 UN development agenda, “Realizing the future we want for all,” New York, June 2012, available at www.un.org/en/development/desa/policy/untaskteam_undf/untt_report.pdf.

¹⁵ Visit the GMG website at www.globalmigrationgroup.org. For the Group’s terms of reference, see also www.globalmigrationgroup.org/uploads/what-is-gmg/Final%20GMG%20Terms%20of%20Reference_prioritized.pdf.

charged with normative oversight and standard-setting. Some have a wide network of field offices, and others are more “headquarters-oriented.”

Despite these challenges, GMG agencies, individually and jointly, have helped make the critical connections between migration and development and other related areas such as human (including labour), rights, gender, children, family, employment, recognition of qualifications and skills, social protection, portability of social security benefits, climate, environment, health, education and trade and have highlighted specific aspects of migration, such as South–South migration, migrants in distress, human trafficking, migrant smuggling and diaspora.

Ad hoc coalitions among certain GMG agencies have implemented programmes directly with governments, migrants, communities and civil society, and have worked jointly on various tools and compendia of good practice.¹⁶ Large or small, all members of the GMG bring an important piece of the migration and development puzzle to the table. Since 2006, each GMG Chair has helped consolidate the GMG as a cooperative body and broaden its thematic reach and relevance for the international agenda on migration and development.

Joint publications, such as the book *International Migration and Human Rights* (2008),¹⁷ the GMG handbook on *Mainstreaming Migration into Development Planning* (2010),¹⁸ and the report *Adolescents, Youth and Migration: Challenges and Opportunities* (2013), represent collaborative efforts and growing consensus on key issues of concern. In addition, the GMG has delivered joint briefings and statements at the UN General Assembly, the GFMD, the IOM Council and other international forums, including the Joint Statement on the Human Rights of Migrants in an Irregular Situation in 2010,¹⁹ and the Joint Statement on the Impact of Climate Change on Migration in 2011.²⁰ In 2010 and 2011, the GMG held thematic symposiums with Member States and a broad range of civil society stakeholders entitled “Overcoming Barriers: Building Partnerships for Migration and Human Development” and “Migration and Youth: Harnessing Opportunities for Development,” respectively.

¹⁶ See, for example: ILO, IOM and OSCE, *Compendium of Good Practice Policy Elements in Bilateral Temporary Labour Arrangements*, prepared for GFMD 2008 (Manila) as a follow-up on GFMD 2007; or the round table background paper prepared by the World Bank and IOM for GFMD 2012 entitled “Supporting migrants and diaspora as agents of socioeconomic change,” which the GFMD has identified for follow-up completion as a good practice tool. http://government.gfmd2008.org/component/option,com_docman/Itemid,45/task,cat_view/gid,43/

¹⁷ GMG, *International Migration and Human Rights: Challenges and Opportunities on the Threshold of the 60th Anniversary of the Universal Declaration of Human Rights* (Geneva GMG, 2008), available from www.globalmigrationgroup.org/uploads/documents/Int_Migration_Human_Rights.pdf.

¹⁸ An electronic copy of the handbook is available for download from http://publications.iom.int/bookstore/index.php?main_page=product_info&products_id=661.

¹⁹ This document is available for download from www.globalmigrationgroup.org/uploads/news/GMG%20Joint%20Statement%20Adopted%2030%20Sept%202010.pdf.

²⁰ The Joint Statement on the Impact of Climate Change on Migration was endorsed at the GMG Principals’ meeting in Fall 2011 and is accessible at www.globalmigrationgroup.org/uploads/english.pdf.

The GMG has conducted joint surveys on migration and development-related policy research and data collection, as well as migration and development projects and activities in the context of the GFMD.²¹ The Group also undertook a survey of its capacity-building initiatives, identifying gaps, overlaps and potential synergies among its members in this area.²² Membership of the UN regional commissions has brought a regional perspective into the Group's activities. It has also broadened the base of cooperation on migration, as in the case of the Asia-Pacific Regional Coordination Mechanism Thematic Working Group on International Migration including Human Trafficking, which engages 15 UN and UN-related entities and IOM in joint, cross-border activities.

Over the course of their collaboration, GMG members have deepened their common understanding of the interactions between migration and development, and the need for joined-up response strategies. For example, the mainstreaming pilot programme that GMG members are conducting in four countries has brought to light synergies that exist between its activities and other interdisciplinary migration and development initiatives, such as the EC-UN Joint Migration and Development Initiative (JMDI) and the Migration Profiles series. JMDI has supported more than 50 transnational projects managed by civil society, migrant and diaspora organizations, which often work in tandem with local authorities, and has established a global migration and development network, M4D Net. The GMG-promoted Migration Profiles serve as national tools for migration data collection and analysis, bringing together migration data from disparate sources to facilitate evidence-based policymaking in 53 countries.²³ The compilation of a common set of indicators for the Migration Profiles, prepared under the auspices of the GMG Working Group on Data and Research, is another example of how the GMG can add value to national initiatives.

The GMG is still consolidating itself. Given the long histories and diverse mandates of its member agencies, the GMG is likely to be a long-term endeavour.²⁴ An internal

²¹ To learn more about this survey, visit www.gfmd.org/documents/brussels/gfmd_brussels07_contribution_results_of_the_gmg_survey_en.pdf.

²² To learn more about GMG capacity-building activities, visit www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/partnerships/docs/GMG_survey_CB%20final_29June07.pdf.

²³ About 25 per cent of the Migration Profiles produced by the end of 2012 can be considered as "extended" Migration Profile exercises. (Regional overviews, the 2006 Migration Profile pilot reports for Ghana and Ecuador, and the national migration reports produced in Thailand and Viet Nam are not included in this count. For further details, visit www.iom.int/cms/en/sites/iom/home/what-we-do/migration-policy-and-research/migration-research-1/migration-profiles.html.)

²⁴ The previous operating modalities provided for six-month chairmanships and workplans. The chairing Troika mechanism established in 2009 was a first step towards greater continuity between chairmanships. The creation of GMG thematic working groups – on "mainstreaming migration into development planning" (co-chaired by UNDP and IOM) and on "data and research" (co-chaired by UN DESA and IOM) – marked an important advance in GMG collaboration, as these allowed for greater coherence and integration of its work. Regular meetings at the principal and technical levels helped capture and review areas of common interest and plan joint actions, where possible, also in support of the Member States in the larger GFMD.

review of the operating modalities of the Group, which commenced in April 2012,²⁵ has led to further revisions, including the extension of GMG chairmanships from 6 to 12 months; setting multi-year workplans beginning 2013; creating additional thematic working groups or time-bound (ad hoc) task forces;²⁶ establishing a small, time-bound secretariat; and pursuing individual (or small group) fundraising projects for the work streams of the multi-annual workplan, in consultation with UN Country Teams, as appropriate. These reflect similar reforms proposed for the GFMD by an internal assessment conducted by its Member States in 2011–2012.²⁷

The actions taken forward in 2013 to streamline the structure and actions of the GMG reflect the behaviour of a “community” of disparate international agencies that share an interest in working coherently and effectively on common global migration and development challenges. In bringing together agencies willing to pool their expertise and resources and deliver joint outputs and results, the GMG has become an effective working mechanism for coordination, consensus-building and cooperation on migration. As such, it provides a solid basis for future work with governments and other partners to implement the outcomes of the 2013 HLD and pave the way for a migration-inclusive post-2015 development agenda.²⁸

The GMG and the GFMD — looking for synergies

The State-led GFMD²⁹ has, from the outset, offered a focus and reference point for the actions of the GMG, mostly by engaging individual GMG members in thematic preparatory and follow-up work on its round tables and/or promoting partnerships on policy- and process-related issues through its Civil Society Days, Common Space panels and Platform for Partnerships. The GFMD has also challenged the capacity of the GMG to respond to migration and development issues as a group.

From the earliest days of the GFMD, the GMG has consistently drawn the attention of respective GFMD Chairs to the human rights and social policy dimensions of migration. GMG collaboration with the GFMD has highlighted a rights-based and gender-sensitive approach to human development gains for migrants (especially the most vulnerable, including children, adolescents, the youth and women). The Forum has helped move the issues of irregular migration, migrant workers in the informal economy, and human

²⁵ As per decisions made at the meetings of GMG Principals in April 2012 and November 2012, which were followed up by a GMG working-level retreat in February 2013.

²⁶ It was agreed that a Working Group on Human Rights, Gender and Migration, co-led by OHCHR, UN Women and UNICEF, would be set up. Its Terms of Reference would mainstream issues related to migrant rights to education, culture and health, among others. In addition, two task forces would be created: (a) Capacity Development, led by UNITAR and IOM, and (b) Migration and Decent Work, led by ILO and IOM.

²⁷ The proceedings of the 2012 GFMD, including this internal assessment, are available at www.gfmd.org/en/docs/mauritiu-2012.

²⁸ For further independent commentary on the GMG and its potential role in the global governance of migration, see, for example: Antoine Pécoud, “Suddenly, Migration Was Everywhere: The Conception and Future Prospects of the Global Migration Group,” (Washington, D.C., Migration Policy Institute, 2013), available at www.migrationinformation.org/Feature/display.cfm?ID=932.

²⁹ The official website of the Global Forum on Migration and Development is www.gfmd.org.

and labour rights further to the fore of GFMD round tables and working groups. These, however, have mostly been the efforts of individual or small coalitions of GMG agencies.

Many of the agencies contributing to the Recommendations and Outcomes paper prepared for the CEB have reflected their support for the GFMD in the chapters of this book. Nonetheless, the debate continues about whether and how the GMG as a group should provide substantive and other forms of support to the GFMD. Initial expectations by GFMD Chairs and the SRSB that the Group would serve as a resource for the GFMD may have challenged the GMG to shape its own agenda and collective role more coherently.

Beyond the Global Migration Group

The larger group of UN organizations and other partners mandated by the CEB in 2012 to prepare the Recommendations and Outcomes paper on migration for the HLD reflects the ever-widening interconnectedness between migration and other fields of public policy – a crucial fact for the post-2015 development agenda discourse.

The agencies contributing to this volume cover almost all angles of migration and development, including: human rights, employment, education, health, social protection, agriculture and food security, climate, environment, security, family, children, gender, remittances and humanitarian action, among others. They also bring some new perspectives on migration and development in facing such pressing contemporary challenges as environmental degradation and climate change, rescue on the high seas, protection of intellectual property, South–South migration, internal migration and urbanization.

To cite just a few examples of the innovative initiatives by and among the agencies described in the ensuing chapters: (a) a global framework for climate services or a global platform on disaster risk reduction can serve the needs of migration and development policymakers, those assisting displaced and vulnerable persons on the ground, and migrants themselves; (b) a Migration Crisis Operational Framework supports State efforts to better monitor and respond to migration patterns that occur in connection with humanitarian crises; (c) a Postal Payment Services Agreement may hold postal service providers to standards and guidelines on international money orders and lower remittance costs for migrants and diaspora; (d) a global system for ePassport validation (that is, through the International Civil Aviation Organization [ICAO] Public Key Directory), together with a more equitable system for issuing entry visas, can facilitate border crossing, lower the cost of mobility and reduce protection risks for migrants; (e) a global agreement on intellectual property and patent policies may help foster international mobility of skills beneficial to both developing and developed countries; and (f) an operational framework for equitable access to migrant-sensitive health services might help migrants attain their human development potential and reduce the health costs of migration for migrants and societies.

Underpinning all such policy and partnership initiatives are the combined efforts of many of the HLCP–GMG agencies, most of them GMG members, to enhance data collection, research tools and knowledge bases. Recent and new initiatives include, for example, the African, Caribbean and Pacific (ACP) Observatory on Migration, the MigrantInfo database on migrant children and adolescents, and the Global Knowledge Partnership on Migration and Development. The EC–UN supported JMDI Programme, which engages five UN agencies, IOM and UN Country Teams in local projects with governments and civil society across many countries, demonstrates how the international system can deliver “as one” to provide practical, evidence-based policy recommendations on migration and development. At the regional level, the Situation Report on International Migration in South and South-west Asia, prepared jointly in 2012 by IOM and a large number of UN, non-UN and regional agencies, offers a useful reference text on migration dynamics across 10 countries in Asia. All of these examples and more are showcased in the ensuing chapters.

The growing number of joint actions within the international system illustrates the wide range of competencies required, which in reality are already being applied by many of the international agencies and their partners, to deal comprehensively with migration (and development). The preparations being undertaken by the CEB for the 2013 HLD have garnered the knowledge and inputs of one of the largest groups of international expert agencies around core challenges of migration and, in the process, offered some important insights into how the international system is beginning to cohere on this issue.

Looking towards the 2013 High-level Dialogue

The importance of the 2013 HLD for the Special Session of the General Assembly on the ICPD beyond 2014 and the Post-2015 UN Development Agenda, was recently underscored in the resolution “New Trends in Migration: Demographic Aspects,” adopted by the Forty-sixth Session of the Commission on Population and Development.³⁰ The resolution makes provision for a broad range of elements related to migration and development and calls upon the GMG and other stakeholders, within their respective mandates, to strengthen their collaboration and cooperation in the area of international migration; adopt coherent, comprehensive and coordinated approaches; and include migration issues in their contributions to the preparation of the post-2015 development agenda.

The HLCP–GMG agencies presented in this book agree that the 2013 HLD is an opportunity to improve policies and work at the local, national, regional and global levels on migration and development, while keeping migrants at the centre of the debate. The HLD should promote the human and labour rights of all migrants, the

³⁰ The resolution can be accessed at www.un.org/en/development/desa/population/pdf/commission/2013/documents/CPD46_Draft_Resolution_26April_ChairsText_fordistribution_22.30_correctedasadopted.pdf.

protection of the most vulnerable, and the human development potential of migration in the context of global preparations for a post-2015 development agenda.³¹

In their recommendations for the HLD, the HLCP–GMG agencies argue that a rights-based approach to migration and development, in line with international human rights law and relevant standards, makes good governance sense. Improved development outcomes for migrants and countries of origin and destination, as well as greater policy coherence, rest on the respect for and adherence to legal and normative frameworks relevant to international migrants. Particularly in the current global financial and economic climate, appropriately crafted labour migration policies that place migrants and their rights at the centre can go a long way towards mitigating the negative economic and social impacts on migrant workers. Rights-based policies formulated through sound evidence and inclusive discussion among all stakeholders can also strengthen public awareness about migration and its development benefits and reduce the incidence of xenophobia and abuse of migrants.

The Recommendations and Outcomes on migration endorsed by the CEB identify the following five priority areas in the context of the 2013 High-level Dialogue.³²

- (a) *Advancing the human rights and Human development aspects of migration.* The HLD should place the human rights of all migrants high on the agenda of policymakers and reaffirm the relevance of migration to human development, in destination and origin countries. Select actions:
 - (i) Promote the ratification of all core international human rights and labour rights instruments and their effective implementation with respect to migrants, taking account of age, gender, family considerations and specific vulnerabilities.
 - (ii) Call for national action to promote awareness of migration realities and to combat xenophobia and discrimination against migrants.
 - (iii) Implement existing frameworks to ensure access to social protection and social services by migrants, regardless of their migration status.

- (b) *Strengthening the knowledge and evidence base.* The HLD should promote evidence-based policymaking on migration and thus greater investment in data, research, needs assessments, evaluations and capacity development with respect to migration and its impacts on and outcomes for individuals and societies. Select actions:
 - (i) Aim for more systematic and nuanced data collection and analysis on migration.

³¹ This is in line with the UN General Assembly's Resolution on International Migration and Development (A/RES/67/219), which states that the HLD should identify "concrete measures to strengthen coherence and cooperation at all levels, with a view to enhancing the benefits of international migration for migrants and countries alike and its important links to development, while reducing its negative implications."

³² Quoted verbatim from the executive summary of the proposed Recommendations and Outcomes document for the 2013 HLD, considered and endorsed by the CEB at its first regular session of 2013 on 5 April 2013.

- (ii) Conduct more standardized and rigorous assessments and evaluations of the impact of migration and development initiatives.
 - (iii) Promote institutions and initiatives to further research and capacity in the area of migration, with a focus on South–South migration.
- (c) *Mainstreaming migration into national development policies and plans and into the post-2015 UN development agenda.* The HLD should call on countries of origin and destination to continue or initiate the mainstreaming of migration into national development strategies, poverty reduction strategies, and sectoral policies and plans. As a matter of priority, the HLD should ensure that migration receives due attention in the post-2015 UN development agenda. Select actions:
- (i) Create greater coherence amongst policies on migration, development, employment, labour market, social protection, health, gender and education, with a special focus on low-skilled migrant workers and the recognition of qualifications.
 - (ii) Recognize the role of migration in enabling development in the context of the post-2015 UN development agenda and the Sustainable Development Goals, as a cross-cutting issue and potentially in its own right.
 - (iii) Achieve a reduction in the upfront costs of migration and in the transfer costs and transaction times of remittances, as well as broaden the geographical coverage of reliable financial services to rural areas.
- (d) *Improving inter-State and multi-stakeholder engagement and cooperation.* The HLD should reaffirm commitment to existing cooperation mechanisms; strengthen their impact; and strive for greater involvement of stakeholders at all levels, including non-governmental partners. Select actions:
- (i) Strengthen the Global Migration Group, particularly at field level, and utilize its collective expertise in supporting States and other stakeholders in the effective implementation of internationally agreed development goals and legal obligations as they relate to migration, as well as recommendations of the Global Forum on Migration and Development.
 - (ii) Support the Global Forum on Migration and Development and regional mechanisms for dialogue and cooperation on migration.
 - (iii) Consider establishing a Permanent Forum on Migration and Development to bring the perspectives of migrants and larger civil society to national policy processes and global debates on migration.
- (e) *Trends to watch.* The HLD should highlight critical issues, trends and dynamics that – while not necessarily new in and of themselves – will shape migration globally and locally and, in particular, the migration–development nexus. The HLD should underline the need for data and research, capacity development and proactive policy approaches in these areas. Select issues:
- (i) The situation of stranded migrants and migrants caught in crises in their destination or transit countries.

- (ii) The linkages between migration, environmental degradation and climate change.
- (iii) The impact of migration on urbanization and the needs and vulnerabilities of urban migrants.
- (iv) The increasing relevance of regional mobility and South–South migration.

Conclusion

This publication draws attention to the impressive array of programmes and initiatives in the area of migration and development by UN entities, IOM and their partners, often carried out in collaboration with governments and civil society. The impetus behind the book – the call of the CEB in 2012 to UN organizations and their partners for a Recommendations and Outcomes document on migration to support the preparations for the 2013 HLD – provided a timely opportunity to both take stock of and strengthen the cooperation and coordination among key entities dealing with migration.

By combining the contributions of 28 key international stakeholders in migration, the publication seeks to address, and in part redress, impressions of the hitherto fragmented work on migration by the international system. It illustrates how at the centre of these efforts the GMG today may be emerging as a more enduring model of coherent inter-agency cooperation that builds on decades of work on migration and continues to evolve in response to the growing international interest in migration.

In addition to informing Member States about the achievements of the UN system and IOM since 2006, the following chapters may provide direction to the work of the United Nations and the broader international system, in the wake of the 2013 HLD and towards a post-2015 development agenda that includes migration, by building on the lessons learned and addressing the gaps identified in this book. Inter-agency coherence will need to underpin any intergovernmental processes towards achieving inclusive, equitable and sustainable global development, where migration can be an enabling, rather than a negative, force.

CHAPTER

2

**Food and Agriculture
Organization of the
United Nations**



Food and Agriculture Organization of the United Nations

The Food and Agriculture Organization (FAO)¹ is a UN specialized agency mandated to lead international efforts to defeat hunger and achieve food security for all. It offers a forum for all countries to discuss policy and negotiate agreements, and provides knowledge, information and technical support to policymakers and practitioners, particularly in the agricultural sector and in rural areas. The Organization helps developing countries and countries in transition optimize their food production practices to ensure that people, particularly rural populations, have regular access to sufficient, high-quality nutritious food to lead active, healthy lives and contribute to the growth of the world economy. FAO has an extensive presence at the field level and a longstanding collaboration with many agricultural and rural stakeholders.

FAO has a long-term interest in migration, as migration processes are closely related to the Organization’s global goals of fighting hunger and food insecurity, reducing poverty and promoting agricultural and rural development and the sustainable management of natural resources. The Organization works strategically to maximize the positive impacts of migration, particularly in rural areas, fostering rural–urban linkages and advocating for better management of rural labour mobility.² Its work to date has mainly involved knowledge generation and identifying good practices. FAO is committed to working further in this thematic area, in full collaboration with other international organizations, such as the International Fund for Agricultural Development (IFAD), IOM and ILO, and with regional bodies, governments and the private sector and civil society. The ultimate goal is to enhance country capacity and policy coherence to reduce distress migration and promote gainful migration patterns to improve food security in migrant origin and destination countries.

1. Migration and development activities since the 2006 High-level Dialogue

With rapid urbanization, economic crises and other transformations in recent years that cause changes in lifestyles and diets in many parts of the world, FAO is particularly challenged to help policymakers and practitioners find new ways of assuring food security and agricultural stability and growth. Since 2006, the Organization has engaged in a range of different activities, including those described in this section.

¹ FAO was established as a UN specialized agency on 16 October 1945, in Quebec City, Quebec, Canada. With its headquarters in Rome, FAO is a member of the UN Development Group, participates in ECOSOC along with the other 13 UN specialized agencies and the UN regional commissions, and is accountable to the FAO Conference of member governments. See also www.fao.org/about/en/.

² The thematic area of leveraging the potential of migration for reducing poverty is in line with the new FAO Strategic Framework, specifically, Strategic Objective 3: “Reduce Rural Poverty,” which is committed to more effectively contributing to reducing poverty and acknowledges the mobility of rural populations in its integrated approach for delivery at the country level.

Knowledge generation and normative work

The activities of FAO in this area include the following:

- (a) Contributions to and publication of articles, working papers, and peer-reviewed academic journals,³ including:
 - (i) Davis, B., C. Carletto and P.C. Winters. Special Issue: Migration, Transfers and Economic Decision Making Among Agricultural Households, *Journal of Development Studies*, (46)1 (London, 2010).
 - (ii) IFAD and FAO. “International migration, remittances and rural development,” report (Rome, 2008), available from www.ifad.org/pub/remittances/migration.pdf.
- (b) Global normative work, including:
 - (i) *Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security*.⁴ Endorsed by the Committee on World Food Security at its thirty-eighth (special) session, these guidelines recognize the implications of migration and human mobility for the management of natural resources and address some implications of migration for the governance of tenure. There are important migration patterns associated with different natural resources, including the migration of fishermen, as they follow fish stocks throughout their range.
 - (ii) *Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of National Food Security and Poverty Eradication*. Currently under development, these guidelines acknowledge the role of migration in the area of small-scale fisheries.⁵ Promoting a human rights-based approach for all, these guidelines aim to enhance the contribution of small-scale fisheries to food security and nutrition and support the progressive realization of the right to adequate food.

³ See, for example: IFAD, ILO and IOM, Sustainable Agriculture and Rural Development Policy Brief 13: Migration, Sustainable Agriculture and Rural Development, (Rome, FAO, 2007); Davis, B. and P.C. Winters, *Migration, Transfers and Economic Decision Making Among Agricultural Households* (Abingdon, Routledge, 2010); Lucas, R.E.B., Migration and rural development, *Electronic Journal of Agricultural and Development Economics*, (4)1:99–122; Deshingkar, P., J. Sward and E. Estruch-Puertas, “Decent Work Country Programmes and human mobility,” Migrating Out of Poverty Research Programme Consortium Working Paper 5 (Brighton, Migrating Out of Poverty, 2012); McCarthy, N., C. Carletto, B. Davis, and I. Maltsoylou, Assessing the impact of massive out-migration on agriculture,” FAO–ESA Working Paper (Rome, FAO, 2006); and Miluka, J. et al., “The vanishing farms? The impact of international migration on Albanian family farming,” (Washington, D.C., World Bank, 2010).

Many of the contributions and publications have been used as references for this chapter (see corresponding footnotes). FAO has also produced country-based evidence, including the abovementioned “The vanishing farms? The impact of international migration on Albanian family farming,” “International migration from Albania: The role of family networks and previous experience,” (Stampini, M., Carletto, C. and B. Davis, 2008) and “Choosing to migrate or migrating to choose: Migration and labour choice in Albania” (C. Azzarri et al., 2006).

⁴ A copy of the guidelines can be downloaded from www.fao.org/docrep/016/i2801e/i2801e.pdf.

⁵ A copy of the guidelines can be downloaded from ftp://ftp.fao.org/...guidelines/ZeroDraftSSFGuidelines_MAY2012.pdf.

Organization of and participation in events

FAO has been involved in various events on migration, either as an organizer and/or participant.

(a) Organization of workshops on migration

- (i) In 2006 a workshop, “Beyond Agriculture: The Promise of the Rural Economy for Growth and Poverty Reduction,” was held in Rome to discuss topics relevant to rural development and rural poverty alleviation.⁶ One of the sessions was exclusively dedicated to migration and focused on the causes and effects of rural out-migration on agricultural and rural development.
- (ii) In 2007 a workshop that discussed existing methodological frameworks and their capacity to adequately capture the main impacts of public and private transfers to rural economies, and during which different countries shared and exchanged knowledge based on their experiences,⁷ led to the preparation of a special issue of the *Journal of Development Studies* in 2009 entitled “Migration, Transfers and Economic Decision Making among Agricultural Households”.⁸
- (iii) In March 2013 the High-level Meeting on National Drought Policy, organized in collaboration with the World Meteorological Organization and the UN Convention to Combat Desertification, highlighted the increasing frequency and severity of droughts due to climate change, and the impact these phenomena have on rural migration, which in turn impacts agricultural development. FAO contributes to strengthening resilience, in order to prevent rural migration due to drought, by supporting member countries to evaluate the impact of drought, assess food needs, mobilize assistance, implement emergency projects and rehabilitate the food production base.⁹

(b) Participation in high-level international events

FAO attended the Symposium on International Migration and Development (Turin, June 2006), the 2006 High-level Dialogue on International Migration and Development (HLD), the Ministerial Roundtable on Women’s Participation in Poverty Alleviation and Sustained Economic Growth including through the Initiatives of Migrant Women, ECOSOC 2007, the first meeting of the GFMD (July 2007), and the joint ECE–Eurostat Work Session on Migration Statistics (Geneva,

⁶ More information about the “Beyond Agriculture” workshop can be found at www.fao.org/fileadmin/templates/esa/Workshop_reports/Beyond_agriculture/agenda.pdf.

⁷ See, for example: A. Quisumbing and S. McNiven, Moving forward, looking back: the impact of migrants’ remittances on assets, consumption and credit constraints in sending communities in the rural Philippines, *The Journal of Development Studies*, 46(1):91–113, available from ftp.fao.org/docrep/fao/010/ai205e/ai205e00.pdf; and Taylor, J.E. and A.L. López-Feldman (2007). “Does migration make rural households more productive? Evidence from Mexico,” FAO–ESA Working Paper 07-10, available from ftp.fao.org/docrep/fao/010/ah852e/ah852e.pdf.

⁸ The special issue is available for download from www.tandfonline.com/toc/fjds20/46/1.

⁹ The report “Science Document: Best Practices on National Drought Management Policy” is available from www.hmndp.org/sites/default/files/docs/ScienceDocument14212_Eng.pdf.

March 2008). All these events provided the opportunity for FAO to identify ways to maximize the developmental benefits of international migration and reduce its negative impacts, exchange know-how and experience in innovative tactics and methods, and establish cooperative links with other relevant actors.

Projects and programmes on migration and food security and agricultural and rural development

- (a) *Rapid appraisals on migration and agricultural development and food security in 15 countries, 2011–2012*, featuring Bangladesh, Ecuador, Gambia, the Grenadines, Guinea, India, Jamaica, Kenya, Nepal, Peru, the Philippines, Senegal, St Vincent, Tonga and Zambia. Some of these studies were carried out in collaboration with the Commonwealth. The aim of the studies was to look into the important issues and challenges related to migration, namely:
- (i) Identifying to what extent the combined effects of out-migration and the inflow of remittances, for example, human capital formation, accumulation and investment in productive activities, reduce poverty and inequality;
 - (ii) Identifying situations in which the positive effect of remittances on poverty and food insecurity, including investment in productive agro-rural activities, could be effectively enhanced, and the negative impacts minimized, through policy or programmatic intervention.

Based on these appraisals, FAO proposed a series of recommendations for the promotion of an enabling environment for investing remittances in agro-rural sector development and food security initiatives. In particular, policy recommendations covered the following areas: (i) mainstreaming migration in the development agenda of public authorities; (ii) capacity-building; (iii) promoting territorial approaches and the involvement of civil society organizations, especially at the local level; (iv) strengthening communication strategies through information campaigns internally and abroad; (v) social and collective remittances; and (vi) innovative financial instruments. Building on these recommendations, the Commonwealth Heads of Governments Meeting in Perth, Australia in October 2011 affirmed the importance of managing migration effectively in the Commonwealth.

- (b) *National Food Policy Capacity Strengthening Programme (NFPCSP)*. Launched in 2005 in Bangladesh, the programme aims to build Bangladesh's institutional and human capacities to design, implement and monitor food security policies and establish an effective platform for dialogue. It is composed of four thematic areas based on the four dimensions of food security. Research on rural–urban linkages and their impacts on food security have been carried out in order to address this knowledge gap and improve policy formulation. The aim is to understand rural–urban migration patterns and their impact on individual and household food security, as well as provide information on potential interventions.¹⁰

¹⁰ For more information about the NFPCSP, visit the official website at www.nfpcsp.org/agridrupal.

- (c) *UN Joint Programme on Youth Employment and Migration* (including in Honduras and Tunisia). Through its participation in this programme, FAO works with agricultural stakeholders, mainly government ministries or departments of agriculture, in order to promote employment and entrepreneurial opportunities for rural youth and enhance the development impact of migrant remittances in rural communities.

Other areas of work

Aside from what has already been discussed, FAO has also been involved in the following:

- (a) *Climate impact assessment and adaptation*. Research shows that climate change may be a cause of migration. FAO work addresses this issue through the development and implementation of tools to assess the impact of climate change on agriculture and food security, and through assistance to governments in designing and implementing climate change adaptation and disaster risk management strategies, specific community-based approaches and national plans for the agriculture sector.
- (b) *Post-conflict and post-natural disaster contexts*. Internal migration may also result from natural disasters and conflicts, and internally displaced persons (IDPs) are at particular risk of food insecurity. In post-conflict and post-natural disaster contexts, movements of IDPs with unmet fuel needs can put pressure on scarce natural resources. In this context, FAO is engaged with the Inter-Agency Standing Committee Task Force on Safe Access to Firewood and Alternative Energy, which was established in 2007.

2. Support provided to the Global Forum on Migration and Development

FAO has contributed to the GFMD through its technical statements to the high-level meetings on migration and development, which subsequently fed into discussions at the GFMD. FAO has also participated in relevant international and inter-agency cooperation to effectively manage migration flows for the maximum socioeconomic benefit of people in both sending and receiving countries.

3. Identified good practices

Migration and remittances need an articulated and organized support from all development actors (including official development assistance, foreign direct investment, diasporas, hometown associations, NGOs and private and public entrepreneurs) in the origin and receiving countries, to produce an effective strategy on agricultural development that contributes to food security from the bottom up.

Based on its mandate and comparative advantage, FAO has developed long-standing experience in collaborating with development partners, including other UN and related agencies (for example, IFAD, ILO and IOM) and universities, especially to provide evidence-based knowledge and policy support in the areas of migration, rural development and food security.

FAO has contributed substantively to the global and interdisciplinary dialogue on migration by promoting coherence between rural development and migration policies, identifying best practices where migration has worked for rural development, and playing an important role in the international action and cooperation on migration. The good practice lies in the focus on rural and/or peri-urban settlements, investments in agriculture, sustainable development of farming communities, support for rural enterprises and sustainable management of natural resources. Recently, FAO has also identified innovative ways to leverage the productive use of remittances by promoting suitable frameworks for rural finance and agricultural investment.

Some well-regulated temporary and seasonal migration schemes offer good practices, for example, with the Seasonal Agricultural Workers Programme and the Live-in Caregiver Visa Programme in Canada. Agricultural workers engaging in these schemes typically return with, or send back, remittances in cash and kind, as well as a range of knowledge and skills. These schemes could be studied in greater depth, to identify the best mechanisms to promote the investment of migrants' human and financial capital in agriculture and food security in their countries of origin.

Some countries, for example, Sri Lanka, have concluded memorandums of understanding (MoUs) with migrant-receiving countries in the Gulf States to better protect their emigrants' rights. Similar MoUs could be developed and adopted by other countries, extending their coverage to integration and co-development activities, especially considering that many of these migrant workers are engaged in agriculture.

In the fisheries sector, different aspects of mobility (for example, scale, magnitude and duration) have been assessed to better understand the determinants of migration among marine and inland fishing communities in West and Central Africa. Knowledge is needed to better inform fisheries' management policies and poverty reduction strategies for fishing communities. Among other recommendations, there is a strong need for measures to promote the specific rights of migrant fishing people in local

co-management mechanisms. Also, there should be more efforts to gather detailed information on the characteristics of migrant fishing people and their economic importance to both areas of origin and destination. Lessons learned from the Sustainable Fisheries Livelihoods Programme of FAO indicate that:

- A political environment supportive of the protection of migrant fishing people's rights should be promoted.
- Regional research for the generation of data and information needed for policy formulation should be supported.
- Institutional capacity-building in the context of participatory fisheries management should take the needs of both local and migrant fishing communities into consideration.

4. Challenges identified in carrying out FAO work

Generally, there is a lack of awareness and evidence of the linkages between migration and agricultural and rural development, as well as the linkages between human mobility and food security and nutrition. The linkages between internal and international migration need further analysis and consideration in policy planning and implementation. This lack of awareness translates into a reduced number of international agencies that take food security and the poverty dimension of migration into serious consideration. The effects of migration flows on agriculture and rural development need to be better understood and more effectively addressed in policies and programmes.

From the point of view of FAO, there are a number of areas where more research is needed, in order to improve and implement evidence-based policies, including:

- (a) *Migration and food security.* Despite the wealth of research on migrant remittances, there has been limited investigation into the relationships between their use at the domestic level and food security.¹¹ Evidence shows that a large part is spent on the purchase of food, which has been dismissed as non-productive and a sign of economic dependence on cash transfers. Important issues to look into include: To what extent does migration improve the food security of rural populations? To what extent do the benefits of remittances spill over to non-migrant households?
- (b) *Migration and nutrition issues.* Migrants are often at risk of nutrition problems, since they may lack access and entitlements to resources in their new communities, and are often far from their traditional social networks. In addition, the foods available to them may be unfamiliar or taboo, and they may not live in places

¹¹ Some evidence in this subject is presented in: Carletto, C., B. Davis, A. Zezza, and P.C. Winters, P. C., Assessing the impact of migration on food and nutrition security, *Food Policy*, (36)1:1–6; and Bist, N.S. et al., "Understanding the dynamics of food insecurity and vulnerability in Himachal Pradesh," FAO–ESA Working Paper 07-22, available from <ftp://ftp.fao.org/docrep/fao/010/ah942e/ah942e00.pdf>.

where food can be prepared and stored safely. International migration implies changes in diets and lifestyles related to prevailing consumption models, food availability and entitlements. Nutritional challenges and risks should therefore be considered when discussing international migration issues.

- (c) *Internal migration and development.* There is a growing body of evidence that international migration is supportive of a development dynamic at the local level. The benefits of internal migration are less obvious, as internal mobility often yields lower financial returns. Possible research questions are:
 - (i) Does internal migration keep rural areas in a state of economic dependence?
 - (ii) Is internal migration instrumental or detrimental to agricultural growth and poverty?
- (d) *Impacts of migrant philanthropy and social remittances on rural development.* Much has been written on financial remittances, yet there remains a lack of understanding of the role of non-material and collective remittances. For example, there is a lack of knowledge of the linkages which might exist between the impacts of migration on gender roles and food consumption in migrant households.
- (e) *Promoting the investment of remittances in climate-smart agricultural practices in high-pressure migration areas and assessment of rural contexts (desertification level, access to water and agro-biodiversity).* In addition to stimulating investment, there is a need to identify areas where diaspora-supported projects can be implemented.
- (f) *Trans-boundary and tenure issues.* There is a need to understand trans-boundary issues affecting rural communities and the need to harmonize tenure governance in land, fisheries and forests, as highlighted by the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests mentioned above.
- (g) *Migration and health.* Fishing communities tend to show a higher prevalence of HIV/AIDS, and this appears to be at least partly related to the mobility of the sector. Small-scale fishing communities tend to be vulnerable in a multitude of ways, including having limited access to basic services such as health and education.¹² Migrant communities tend to face even more challenges than local communities in this respect.

¹² See also: FAO, "Achieving poverty reduction through responsible fisheries. Lessons from West and Central Africa," FAO Fisheries and Aquaculture Technical Paper No. 513 (Rome, FAO, 2008).

5. Gaps evident within the migration and development sphere

All too often, development strategies address migration as a problem to be solved rather than an instrument to be productively used. Remittance flows appear to be particularly important to rural areas in developing regions, as they average between 40 per cent in Africa and 65 per cent in Asia of the total financial flows.¹³

The developmental potential of migration and remittances has increasingly been acknowledged by international organizations and development agencies. However, these issues still do not seem to be effectively reflected at the country level, as there is often insufficient evidence and capacity to adequately manage such complex phenomena. Furthermore, governments (in particular, agricultural stakeholders), usually have limited awareness about the potential of migration and remittances for reducing rural poverty, promoting agricultural and rural development and achieving food security for all. However, there is growing evidence of the advantages of better migration management.

As highlighted in the previous section (“Challenges identified in carrying out FAO work”), there is a strong need for evidence on how transformation processes in agriculture and rural areas influence migration patterns, and, in turn, how migration can contribute to reducing rural poverty and achieving food security. There is a need to raise awareness at the global, regional and national levels of this potential, and to improve the integration of migration concerns in sectoral policies, including in agriculture, at the national level and in relevant regional processes.

Further, there is a need to strengthen the capacity of national stakeholders, especially among sectors and line ministries, and agricultural and rural stakeholders, to improve coordination and policy coherence. At the point of origin, efforts should be devoted to better inform rural populations about their rights as migrants and the actual opportunities available at destination. The latter could be better coordinated with programmes for employment promotion and training and skills development.

There is, therefore, a need to develop collaborative programmes between all actors and stakeholders (national and international) to better manage migration flows, and favour financial instruments to support the channeling of remittances for productive activities in the agricultural sector. This may help mitigate the financial constraints faced by smallholder farmers, who often represent not only the mainstay of the agricultural sector, but also the majority of the rural poor. There should be more efforts to collect good practices in this regard, although the actual impact and, hence, the potential policy responses, should be assessed on a country-by-country basis.

¹³ To learn about the Financing Facility for Remittances Programme of IFAD, visit www.ifad.org/remittances.

There should be more attention to the links between international and internal movements. Rural out-migration is often internal, as poor people lack the financial resources and skills to migrate internationally. It is widely acknowledged that international and internal movements are closely linked, even if the implications of these linkages have not been sufficiently explored. For instance, there may be replacement migration from rural areas with effects on the availability of agricultural labour. Migration affects household allocation of labour and may create labour shortages in countries and areas of origin, particularly in the short run, thereby changing labour market dynamics. In rural areas, it may also accelerate the shift away from agriculture, especially of the youth, who do not perceive farming as a productive occupation. Further, changes in the spatial population distribution, resulting in the ageing and feminization of rural populations, can considerably affect both the supply of food and the demand for types of food produced and consumed.¹⁴

More attention is needed on the rural youth employment challenge. Many migrants are very young – in developing countries a third of all migrants are aged 12 to 24 years – and many of them will be moving within the same country and within the same region. In fact, among international migrants, half move within the same region and nearly 40 per cent to neighbouring countries.¹⁵

The gender dimensions of migration and rural development should also be considered.¹⁶ Migration impacts on gender relations, and female migration can be a driver of social change, increasing women's economic and social empowerment. On the other hand, migration can also increase the work burdens of those left behind and reduce time for household work and childcare.¹⁷ In many countries, female migrants are mostly employed in the informal sector, as domestic workers, caregivers and sex workers, or in labour-intensive and export-oriented manufacturing industries. They can tend to be more vulnerable than their male counterparts and suffer from gender discrimination and severe deficits in decent work in terms of wages, levels of protection and security and working conditions.

It is also important to consider the challenges at the global level. Together with the global economic and financial crisis, high and volatile food prices – and repeated shocks due to adverse climatic events – can have serious implications for migration. For instance, food insecurity and high food prices have been reported in countries

¹⁴ See also: G. Anriquez, "Long-term rural demographic trends," FAO working paper (Rome, FAO, 2007); Anriquez, G. and L. Stloukal, "Rural population change in developing countries lessons for policymaking," *European View*, 7:309-17.

¹⁵ World Bank, *World Development Report 2007: Development and the Next Generation* (World Bank, Washington D.C., 2006)

¹⁶ See, for example: FAO, IFAD and ILO, "Making migration work for women and men in rural labour markets," Gender and Rural Employment Policy Brief No. 6 (Rome, 2010); Stecklov, G., C. Carletto, C. Azzarri and B. Davis, "Gender and migration from Albania," *Demography*, 47(4):935-61; Stecklov, G., C. Carletto, C. Azzarri and B. Davis, "Agency, education and networks: Gender and international migration from Albania," Policy Research Working Paper No. 4507 of the World Bank Development Research Group.

¹⁷ See, for instance: C. Carletto, K. Covarrubias and J.A. Maluccio, "Migration and child growth in rural Guatemala," *Food Policy*, 36(1):16-27.

like Nepal and Yemen as one of the causes of increased migration for work, especially among rural households.¹⁸ In general, however, limited employment opportunities are the main reason for rural people to migrate. Migration and remittances can help families cope with high food prices and increasing food price volatility.

As women are usually the main remittance recipients and the ones in charge of food preparation, migration can increase their role in allocating resources and spending more on the quality and quantity of food consumed, also in addition to investing in their children's education and health. However, none of these aspects have been adequately acknowledged in policy design and implementation.

6. Recommendations for the 2013 High-level Dialogue

Policy options need to offer viable alternatives to rural distress migration, helping to better manage labour migration and ease the pressure on urban centres. The aim at the same time is to address push factors in rural areas, and ensure that migrants can access decent work opportunities and equal standards of protection and services.

Given its mandate and comparative advantage, and its activities to date, FAO recommends that the 2013 HLD devote special attention to food security and nutrition. In particular, the HLD should give direction to all agencies involved in migration and development to foster collaboration with development partners, including promoting South–South cooperation, in the following areas:

- (a) Improve knowledge on the linkages between migration, climate change, agricultural and rural development and food security, focusing on the implications of climate change for the future livelihoods of farmers, fisher folk and rural communities, and on the role of remittances in the rural farming and non-farming sectors. FAO also gives high priority to better understanding the interactions between internal and international migration, with attention to rural–urban linkages and the social, gender and employment implications for rural populations.
- (b) Promote employment and entrepreneurship development in rural areas by exploiting the opportunities from more sustainable management of natural resources, and by fostering investments in agriculture, hence providing rural communities with economically and socially viable opportunities. FAO recommends strengthening lucrative forms of rural enterprise, such as farm production, off-farm services and agribusiness; facilitating access to remittances and financial services in rural areas; and improving access to vocational training and entrepreneurial skills, especially for the youth. For other rural activities, such as those related to the fisheries and aquaculture sectors, FAO recommends strengthening the use of

¹⁸ J. Compton, S. Wiggins and S. Keats, "Impact of the global food crisis on the poor: What is the evidence?" (London, Overseas Development Institute, 2010).

management regimes that recognize and validate the access rights of both local and migrating stakeholders.

- (c) Develop capacities at the national and international levels to better incorporate migration considerations into agriculture, fisheries and rural development policies, and improve national labour market information systems to leverage the potential of migration for development, with particular attention to disadvantaged groups, including migrating women and the youth.
- (d) Support institutional reinforcement in the areas of migration, remittances and development, participatory planning and local governance.
- (e) Ensure the protection of human rights and promotion of decent work for rural migrants, for instance, improving job recruitment by providing migrant workers with pre-departure information about their rights, as well as protection and potential risks, in their destination country.
- (f) Promote good practices in terms of seasonal migration schemes for rural workers, for instance, complementing seasonal migration schemes with co-development programmes to encourage the investment of remittances in rural areas (farm and off-farm activities), at both regional (South–South) and interregional levels.
- (g) Support voluntary return migration and the engagement of diaspora groups, considering their key role in building the capacity of critical sectors in rural economies, through the transfer of knowledge and skills, and by channelling resources to rural areas through collective and social remittances.
- (h) Mobilize transnational diaspora entrepreneurship for the development of their countries of origin; encourage income-generating activities supported by public policy through decentralized investments in rural infrastructure; and encourage sustainable environment and biodiversity conservation and preservation, land recovery and environmental requalification.
- (i) Create special funding and savings schemes at the regional and international levels, targeting migrant workers at destination, which could generate funds for onward lending to youth engagement in agribusiness activities.
- (j) Refocus part of official development assistance flows towards the matching of remittances for investment purposes in small-scale agriculture and family farming.
- (k) Give due consideration to sectors like fisheries and livestock, where migration of small-scale fishermen and fishing fleets occurs, as well as cross-border pastoralist patterns, in order to develop recommendations that minimize the possibility of

perverse outcomes. For instance, the protection of the rights of migrant fishing people should be further promoted, building on approaches such as participatory fisheries management showcased in the Sustainable Fisheries Livelihoods Programme of FAO.

- (l) Support research at the global, regional and country levels for the generation of data and information needed for policy formulation.
- (m) Contribute to better integrating migration concerns into relevant UN processes and forums, including the post-2015 development agenda.

In view of the above, FAO remains fully committed to contributing to the preparation of the 2013 HLD, as well as the GMG and the GFMD, and to exchange information and good practices on activities related to migration and development. FAO stands ready to transform its knowledge into action, to maximize the potential benefits of migration for agriculture and rural development, and to contribute to mainstreaming migration into agriculture and rural development planning.

CHAPTER

3

**International Civil
Aviation Organization**



International Civil Aviation Organization

The International Civil Aviation Organization (ICAO)¹ sets global standards and regulations necessary for aviation safety, security, efficiency and regularity, as well as for aviation environmental protection. It is the only UN specialized agency with the mandate and responsibility for establishing, maintaining and promoting Standards and Recommended Practices (SARPs) on the issuance and verification of machine-readable travel documents (MRTDs), such as passports, and related identification management and border control issues. In this way, ICAO helps ensure cross-border interoperability, enhance facilitation, increase confidence in the reliability of travel documents, and strengthen national and international security, thereby enabling migrants and their families to benefit from their mobility. It also conducts research and prepares reports on new technologies available today or potentially in the future for use in MRTDs.²

In assuring travel document security and border security, and also increasingly through robust unique identification management systems,³ ICAO helps develop States' capacities to establish and manage regular forms of cross-border mobility that can benefit all stakeholders. By aligning its regulatory and capacity-building initiatives for identification management, travel documents and border controls with evolving aviation security and facilitation frameworks, it supports inter-State cooperation on safer global travel. Secure travel documents and global regimes for document security, such as the ICAO Public Key Directory (PKD), support both multilateral cooperation in managing regular migration and the individual protection of migrants and the benefits they can bring for development.

¹ ICAO is a UN specialized agency created in 1944, with a mandate under the 1944 Convention on International Civil Aviation (the "Chicago Convention") to promote the safe and orderly development of international civil aviation throughout the world. It serves as the global forum for cooperation in all fields of civil aviation among its 191 Members States. The official ICAO website is available at www.icao.int.

² ICAO MRTD technical specifications are published in Document 9303, "Machine Readable Travel Documents." Since 1986, these specifications have been developed through the ICAO Technical Advisory Group on Machine Readable Travel Documents (TAG-MRTD), composed of experts nominated by States and the civil aviation industry. The ICAO New Technologies Working Group both sets standards and conducts research.

³ The thirty-seventh session of the ICAO Assembly particularly recognized the importance of a robust identification management system for travel document security and urged the development of guidance material related to evidence of identification, for example, "breeder" documents.

1. Migration and development activities since the 2006 High-level Dialogue

Since 2006, a number of ICAO activities have focused on assisting States in MRTD-related matters, including capacity-building activities that have relevance to international migration. To promote awareness of travel document issues, ICAO organizes an annual MRTD symposium and exhibition, and biannual regional seminars on the subject of MRTDs, biometrics and border security.

The 2012 MRTD Symposium included a session on the human dimension of travel documents and identity management in relief operations, international development and humanitarian assistance. It also built on the ICAO MRTD Programme's ongoing cooperation with UNHCR. The next MRTD symposium and exhibition will take place from 22 to 24 October 2013 and will focus on automated border controls for enhancing the security and facilitation of border operations.

Other activities undertaken regularly since 2006 include the following:

- (a) Regional workshops of a range of matters relating to travel document security, identification management, and migration and border control, often with a practical vocational training component;
- (b) Capacity gap and needs assessment missions focused on risk areas related to travel document security, integrity of the issuance process, and migration and border control-related matters;
- (c) Technical cooperation and assistance to States and implementation of projects for new MRTDs and related migration and border control matters;
- (d) Maintaining and updating the MRTD website, which provides Member States, working groups and other users with the latest relevant information on universal travel document specifications and related border control matters;⁴
- (e) Dissemination of a triannual magazine, the *MRTD Report*, to inform and educate the professional community on current MRTD issues, including those related to identification management, travel documents, migration and border control. The *MRTD Report* is available free of charge, in both print and downloadable formats.⁵

To better manage its MRTD-related assistance activities, the ICAO Technical Advisory Group on Machine-readable Travel Documents (TAG-MRTD) established the Implementation and Capacity Building Working Group (ICBWG) in 2008. The ICBWG

⁴ For more about the MRTD Programme, visit www.icao.int/Security/mrtd/Pages/default.aspx.

⁵ To browse the *MRTD Report*, visit www.icao.int/Security/mrtd/Pages/MRTDReportMagazine.aspx.

assists the Secretariat in implementation, education, promotion, assistance and other capacity-building matters relating to identification management, MRTDs and border controls.

The new ICAO Traveller Identification Programme Strategy approved by the ICAO Council will be considered at the thirty-eighth session of the Assembly, which will run from 24 September to 4 October 2013. It is a holistic, systematic model for traveller identification management aimed at ensuring that all Member States are able to uniquely identify individuals.

ICAO has established the Public Key Directory (PKD) – a cooperative, interoperable regime for passport security that is accessible to all ICAO Member States. E-passport validation using the ICAO PKD helps border authorities to detect fraudulent documents. The PKD acts as a central broker, managing the multilateral exchange of certificates and certificate revocation lists, which are used to validate the digital signature on the chip.

The PKD is recognized as a valuable instrument, currently without a viable alternative, for implementing the specifications contained in Document 9303 (see footnote 2). It also ensures interoperability and adherence to technical standards, while minimizing the volume of digital information being exchanged. The total number of PKD-participating States as of March 2013 was 37.⁶

2. Support provided to the Global Forum on Migration and Development

ICAO is not a member of the Global Forum on Migration and Development (GFMD).

3. Identified good practices

With regard to MRTD matters, best practices identified in technical documents and guidance materials are readily available on the ICAO website.⁷ Among the most notable global best practices is the PKD, which facilitates a more multilateral approach to recognizing travel documents and managing safe, regular travel across borders.

⁶ Detailed PKD information and updates are available at www.icao.int/Security/mrtd/Pages/icaoPKD.aspx.

⁷ MRTD-related technical reports and guidance materials are available at www.icao.int/Security/mrtd/Pages/Downloads.aspx.

4. Challenges identified in carrying out ICAO MRTD work

The challenges identified in carrying out ICAO MRTD include the following:

- (a) Limited ICAO presence in the field, especially in the developing world where the needs for technical assistance are greatest;
- (b) A need for intensified outreach efforts and ongoing technical dialogue with Member States on MRTD, identification management and border control matters;
- (c) Limited institutional resources, making it necessary to seek external donor funding for capacity-building activities;
- (d) A need to enhance and streamline communication with relevant government agencies in Member States.

5. Gaps evident within the migration and development sphere

The following gaps within the migration and development sphere have been identified by ICAO:

- (a) Remaining weaknesses in identification management or travel document security tend to be exploited by terrorists and criminals worldwide, and present a weak link in global efforts to ensure security, stability, good governance and the rule of law. Numerous States face challenges in implementing international standards and specifications, because of the lack of funds or technical knowledge, or both. Further options for the international community to provide assistance, through technical cooperation projects, are therefore required.
- (b) A few States still do not issue machine-readable passports in accordance with ICAO specifications, despite the 1 April 2010 deadline for their issuance, and a few States still do not issue machine-readable passports that are fully compliant with ICAO standards and specifications.⁸
- (c) An ICAO Annex 9 standard requires all non-machine readable passports to be out of circulation by 24 November 2015.⁹ The TAG-MRTD has endorsed a communications plan with regard to this deadline, to be implemented by the ICAO Secretariat, in coordination with the ICBWG.

⁸ Annex 9 (“Facilitation”), Standard 3.10 to the Convention on International Civil Aviation states that “Contracting States shall begin issuing only [machine-readable passports] in accordance with the specifications of Doc 9303, Part 1, no later than 1 April 2010.”

⁹ Annex 9 (“Facilitation”), Standard 3.10.1 requires that “[f]or passports issued after 24 November 2005 and which are not machine-readable, Contracting States shall ensure the expiration date falls before 24 November 2015.”

- (d) Passport controls are processed manually in some States, without the use of an automated database and MRTD-aligned passport readers. In addition, there is often no “watch list” functionality.
- (e) A number of States issuing e-passports do not participate in the ICAO PKD and do not share the certificate information by any other means, preventing other States from authenticating e-passports presented at borders.
- (f) In a number of States, immigration and passport officials appear to have insufficient knowledge of migrant processing and passport examination, and generally have not undergone specialized vocational training. This means they cannot apply modern secure MRTD and migrant processing techniques, with negative implications for border security and integrity.
- (g) In a number of States, the issued UNHCR 1951 and 1954 Convention travel documents are not ICAO-compliant.
- (h) The security and integrity of MRTDs are only as robust as the breeder documents used to verify an individual’s identity. In a number of States, breeder document systems are not satisfactory.

6. Recommendations for the 2013 High-level Dialogue

Recommendations for the 2013 HLD include the following:

- (a) Travel documents should be issued according to ICAO standards. ICAO-compliant travel documents facilitate sharing of information about travellers’ identities, and enhance border controls that apply to international migrants.
- (b) States issuing e-passports should join the ICAO Public Key Directory, and all receiving States should verify the digital signatures associated with the e-passports.
- (c) To further enhance the effectiveness and efficiency of border controls, States should consider employing electronic data and mobile technologies for processes related to identification management and migration.
- (d) States should align their MRTD and border control assistance and capacity-building efforts with the broader international development agenda, in order to enhance the sustainability of these activities.



CHAPTER

4

**International Fund
for Agricultural
Development**



Enabling poor rural people
to overcome poverty

International Fund for Agricultural Development

The mission of the International Fund for Agricultural Development (IFAD)¹ is to enable rural poor people to overcome poverty. The Fund's interest in migration issues derives from the fact that migration is intimately related to rural poverty, and that migrants' resources, particularly remittances, can contribute to the well-being of their families and areas of origin. In recent decades, migration has changed the composition of families in poor rural communities. Globalization and migration are also rapidly transforming the economic and social structures of rural life. Members of rural families are making their living abroad, while maintaining essential ties with the people they have left behind. Their remittances have become an important source of external capital for many developing countries with the potential to stimulate rural economies and improve livelihood opportunities in the rural areas.

The recent economic crisis has further revealed the importance migration and remittances have for millions of families that depend on this financial flow for their survival. In spite of rising unemployment in migrant recipient countries, officially recorded remittance flows to developing countries recovered quickly, reaching USD 325 billion in 2010 after the global financial crisis, and are expected to grow at a rate of 7 to 8 per cent annually, to reach over USD 450 billion by 2014. Through its operations, advocacy and outreach, IFAD brings worldwide attention to the importance of remittances, bridging the divide between urban and rural financial services, and driving innovation and competition in the remittance marketplace. Its innovative work in developing new initiatives, and its pioneering of partnerships with the private sector, illustrate the vital role that IFAD plays in maximizing the impact of remittances on rural development.

1. Migration and development activities since the 2006 High-level Dialogue

While working with rural development, IFAD has constantly been attentive to migration issues, supporting capacity-building, advocacy and research in areas related to migration and remittances. An important part of this endeavour has been the establishment of the multi-donor Financial Facility for Remittances (FFR) in 2006, which is currently piloting innovative projects to enhance the development impact of remittances. This initiative was a result of the first High-level Dialogue on International

¹ IFAD, a specialized agency of the United Nations, was established as an international financial institution in 1977 as one of the major outcomes of the 1974 World Food Conference. At the conference, it was resolved that "an International Fund for Agricultural Development should be established immediately to finance agricultural development projects primarily for food production in the developing countries." Since 1978, IFAD has invested about USD 14.9 billion in grants and low-interest loans to developing countries through projects that have empowered over 410 million people to break out of poverty. IFAD is a unique partnership among 172 Member States from the Organization of the Petroleum Exporting Countries, other developing countries and the Organisation for Economic Cooperation and Development. For further details about the mandate and work of IFAD, see www.ifad.org.

Migration and Development (HLD) in 2006, and other efforts linked to migration and rural development have ensued since then.

Services

Financing Facility for Remittances²

At the request of a consultation group created in 2006, and based on the recommendations of the Sea Island G8 summit, IFAD decided in 2006 to expand and apply its experiences acquired during an earlier programme on remittances aimed at Latin America and the Caribbean and implemented in collaboration with the Inter-American Development Bank (IDB). As a consequence the FFR was created. The facility was hosted at IFAD and originally supported by IFAD and the European Commission. Subsequently they were joined by a consortium of partners and donors, including the Consultative Group to Assist the Poor, the Government of Luxembourg, IDB, the Ministry of Foreign Affairs and Cooperation of Spain, the UN Capital Development Fund (UNCDF), and the World Bank.

The goal of the FFR is to leverage the development impact of remittances and enable migrants and their families to achieve financial independence. The FFR approach merges activities on three fronts – projects, advocacy and partnerships – and is rooted in evidence-based learning.

FFR projects

The FFR spurs innovation in the remittance marketplace by co-funding 50 innovative projects in more than 40 countries worldwide implemented by over 200 partner institutions on the ground. The majority of these projects target: (a) governments, to encourage financial access to remittance senders and recipients, and to empower migrant workers to realize their financial goals; (b) the private sector, to develop profitable services tailored to the needs of migrant workers and their families; and (c) diaspora organizations, to help them empower themselves, invest in their members' families and rural communities, develop philanthropic initiatives, and share knowledge, skills and experiences with their home communities. To date, the total grant portfolio of the FFR has grown to USD 28 million, half of which was raised as co-financing by grant recipients to ensure better ownership and risk-sharing.

Scaling up

In 2010, building on the experience of a number of projects on migrant investment and entrepreneurship implemented through the FFR, IFAD and the United States Department of State (US DoS) launched the Diaspora Investment in Agriculture (DIA)

² For more information about the FFR, visit www.ifad.org/remittances.

initiative. In this framework, and in collaboration with the Federal Government of Somalia and the US DoS's International Diaspora Engagement Alliance, IFAD approved in 2012 a USD 1.5-million programme named "Enhancing Food Security in the Horn of Africa through Diaspora Investment in Agriculture Programmes," which aims to finance innovative diaspora projects in Somalia and Djibouti.

In 2013 IFAD and the European Commission launched the USD 7-million project, "Postal Financial Services in Africa," in close cooperation with the World Bank, UNCDF, the Universal Postal Union (UPU) and the World Services and Banks Institute/European Services and Banks Group. This innovative project is aimed at scaling up good practices and enhancing competition in the African remittance marketplace by enabling African post offices to offer financial services.

Advocacy

The FFR fosters an enabling environment that enhances competition and innovation in the marketplace. Data, research and project experiences are at the heart of the FFR policy advocacy. The Facility's work in this regard: (a) promotes recognition of the importance of remittances; (b) mobilizes the interest of governments and the private sector in reaching out to remittance recipients; (c) brings together governments, the private sector and civil society to highlight mutual interests and potential joint interventions; and (d) encourages the creation of an enabling regulatory environment that fosters competition and attention to the financial inclusion of remittance recipients in rural areas.

One example of FFR advocacy in these areas is its publication series, *Sending Money Home*,³ which brings government attention to the importance of remittances and spurs the compilation of national estimates of these flows. In 2009 *Sending Money Home to Africa* specifically highlighted anti-competitive practices, such as exclusivity agreements, helped drive policy discussions regarding the role of various institutions, and promoted best market practices. By directing global attention to the high price of remittances in Africa, the findings of the study brought the issue to the G8 table, where the "Five by Five" initiative of reducing the cost of remittances by 5 per cent in five years was launched. The year 2013 sees the publication of a new issue, *Sending Money Home to Asia*,⁴ focused on Asia. This issue was launched at the Global Forum for Remittances (GFR) in Bangkok, Thailand,⁵ which ran from 20 to 23 May 2013 and was jointly organized by IFAD and the World Bank.

The FFR applies a number of instruments to disseminate information on a day-to-day basis, such as the remittancesgateway.org web portal, which collects and disseminates

³ For more about the *Sending Money Home* publication, visit www.ifad.org/remittances.

⁴ This report may be downloaded from www.ifad.org/remittances/events/2013/globalforum/resources/sendingmoneyasia.pdf.

⁵ To learn more about the Global Forum on Remittances, visit www.ifad.org/remittances/events/2013/globalforum/index.htm.

the latest news and information related to remittances from international institutions, think tanks, academic institutions, project partners, central banks and the press.

Partnership

Encouraging partnerships between public, private and civil society organizations is central to the work done by the FFR. The FFR Global Forum on Remittances provides regulators, private companies and civil society with an opportunity to present their current work, connect with potential partners and develop projects that transcend their individual competencies. Following the 2009 GFR, jointly organized with the African Development Bank (AfDB), IFAD presented a series of recommendations adopted by the G8 Global Working Group on Remittances.

IFAD has also partnered with the French Government to replicate the FFR in the AfDB and jointly financed projects that meet the criteria of both institutions. In 2012 the FFR was joined by the World Bank Group (WBG), the Payment Systems Development Group (PSDG) and the Africa Regional Integration Department. The FFR has been collaborating with the PSDG to realize the “Five by Five” goals, particularly, reducing the costs of sending money to rural areas and scaling up the FFR postal networks and remittance programme. Furthermore, the FFR is collaborating with the WBG on the organization of the 2013 GFR, which will focus on the Asian continent.

In collaboration with the World Bank Africa Region, the FFR has been supporting the European Commission-financed and World Bank-led creation of an African Institute for Remittances, and identified scaling-up opportunities to promote the DIA initiative.

Knowledge and capacity-building

In 2008 IFAD published the report, *International Migration, Remittances and Rural Development*,⁶ in collaboration with FAO, which analysed the root causes of rural outmigration, focusing on its economic and social implications. The publication also examined the origins of migratory movements and how they affect the resource base and livelihoods of rural communities. Migration and remittance flows, the role of financial institutions in leveraging remittances and the role of the diaspora in the development of communities of origin were also analysed. Finally, the publication offered a discussion about future challenges, linking migration to climate change, as well as the impact of trans-boundary diseases on agriculture and rural development.

In collaboration with the UN International Research and Training Institute for the Advancement of Women (UN-INSTRAW), IFAD financed a study on “Gender, remittances and local rural development: The case of Filipino migration to Italy,” which assessed the impact of remittances sent by Filipino migrants in Italy in promoting gender-sensitive

⁶ This report is available for download from www.ifad.org/pub/remittances/migration.pdf.

local rural community development in the Philippines and supporting capacity-building activities with migrant associations to improve the living conditions of Filipino migrants in Italy. The study, published in 2008 by UN-INSTRAW, IFAD and the Filipino Women's Council, demonstrated that migration and remittances have had a number of positive impacts on gender equality in the Philippines. Above all, migration seems to have economically empowered women, as it has increased and diversified employment opportunities available to them.

In 2009 IFAD commissioned a study to explore the remittances market in Africa. The study covered regulatory issues and the competitive environment in 50 African countries which represent 90 per cent of remittance flows to the region. The report of the study highlighted the results of a survey of people within the geographical reach of microfinance institutions in 19 countries, drawing attention to the potential of migration and remittances to spur development. African workers send home more than USD 40 billion to the region each year, but restrictive laws and costly fees, however, hamper the power of remittances to lift people out of poverty. The report *Sending Money Home to Africa*⁷ was presented at the Global Forum on Remittances 2009, organized by IFAD and the AfDB in Tunis.

Also in 2009, IFAD co-financed the Africa Migration Project, a multi-donor, co-financed project initiated by the World Bank. The objectives of the project were to: (a) improve understanding of migration and remittances in sub-Saharan Africa, including their magnitude, causes and impacts on poverty reduction, with a view to generating informed policy recommendations; and (b) strengthen the capacity of African policymakers, researchers, financial institutions and donor agencies to enhance the development impact of remittances.

The most visible output of the Africa Migration Project was the report *Leveraging Migration for Africa: Remittances, Skills and Investment*, jointly published by the World Bank and the African Development Bank in 2010. The report was based on results from remittance service provider and migrant household surveys in selected African countries, as well as a survey on remittances of 176 central banks worldwide.

In 2011 IFAD funded a study on *Remittances, Growth and Poverty: New Evidence from Asian Countries*. The study re-examined the effects of remittances on the growth of GDP per capita using annual panel data for 24 Asian and the Pacific countries. The results generally confirmed that remittance flows have been beneficial to economic growth. However, the analysis also demonstrated that the volatility of capital inflows, such as remittances and foreign direct investment (FDI), is harmful to economic growth. This means that, while remittances contribute to better economic performance, they are also a source of output shocks. The study concluded that migration and remittances are a potentially valuable complement to broad-based development efforts.

⁷ This report is available for download from www.ifad.org/remittances/pub/money_africa.pdf.

Finally, in 2011 IFAD released *FFR Brief: Five Years of the Financing Facility for Remittances*. The compendium reflected the strategy followed and the results achieved by the FFR to date and lay out the future direction of the programme. Most importantly, the brief extracted lessons learned and illustrated the synergy models between the public and private sectors, as well as civil society, towards implementing successful replication and scaling-up of programmes.

Knowledge sharing and awareness-raising

In 2009 the Global Forum on Remittances, co-organized by IFAD and the AfDB in Tunis, produced six main recommendations for improving the African remittances market:

- (a) *Increase competition*. Encourage more actors to enter the marketplace; widen the types of payment networks; and discontinue exclusivity agreements when they hamper competition.
- (b) *Empower market actors*. Facilitate market actors' access to payment system infrastructure to the maximum extent possible; build the capacity of market actors to meet regulatory requirements; and foster cooperation and partnership between stakeholders.
- (c) *Achieve effective and efficient regulation*. Ensure that regulations are not only robust, but also commensurate with the level of risk and to the benefit of all; consult and evaluate impact before regulating; identify and adhere to minimum standards of client protection; and encourage consistent standards of regulations across jurisdictions.
- (d) *Adopt new technologies*. Modernize technology in pay-out networks; improve the payment systems infrastructure and integrate it at the regional and subregional levels; encourage the development of standards and interoperability, while minimizing the risk for end users.
- (e) *Expand access to financial services*. Encourage remittance recipients to maintain their assets in financial institutions; promote financial literacy to all stakeholders, particularly migrants and their families; design financial services with the specific needs of women and men in mind; encourage the ability of the undocumented to access formal financial channels; use the worldwide postal network to give customers access to financial services; and ensure that remittances are not subject to specific taxation.
- (f) *Make more financial services available in rural areas*. Encourage market actors, especially microfinance institutions (MFIs), postal offices, credit unions, among others, to act as pay-out locations; build the capacity of MFIs and non-bank

financial institutions in rural areas to provide remittance services; encourage the ability of MFIs to take deposits of rural savings; and identify specific ways to link rural areas with non-cash (including mobile) instruments.

In 2007, in conjunction with the thirtieth session of the Governing Council Meeting, IFAD organized a round table entitled “Migration and Rural Employment.” The round table participants included representatives of migrants and their organizations, governments, UN agencies, academic institutions and other stakeholders in rural development. In 2007 IFAD also participated in the Second European Forum on Sustainable Rural Development and in its Working Group entitled “Diversification out of Agriculture: the role of Migration and off-farm Employment”.

Since its creation in 2007, the FFR has also served as a main agent of knowledge-sharing and awareness-raising through its constant participation and presentation in over 90 worldwide events with the public and private sectors, as well as international development agencies, and active engagement with civil society, both in host and origin countries. In the same year, a documentary, *Cash Flow Fever*, part of BBC World’s *Life* series, presented the work of IFAD on remittances. As a follow-up to this documentary, IFAD has produced various media products related to migration and remittances, and several that particularly depict FFR projects in the Philippines (financial literacy, migrant investment and mobile remittances), cross-selling of financial products and savings (Sri Lanka) and gender (Nepal).⁸

Other activities

IFAD is part of the advisory group of the international research programme consortium *Migrating out of Poverty*, a seven-year (2010–2017) research consortium funded by the Department for International Development (DFID) of the United Kingdom and located in six regions across Asia, Africa and Europe. The consortium focuses on the relationship between regional migration, internal migration and poverty. In addition, IFAD has been a part of the World Bank-led preparations for the Global Knowledge Partnership on Migration and Development project since 2012.

⁸ For a video catalogue featuring these projects, visit www.ifad.org/media/video.

2. Support provided to the Global Forum on Migration and Development

IFAD has supported the organization of the six GFMD meetings, which have taken place since 2007, through its participation in the GFMD Friends of the Forum meetings, as well as through its support for the preparation of several background papers for round tables organized within the context of the forum. IFAD has also been represented at all the GFMD meetings organized so far, and participated in several round tables.

3. Identified good practices

Through its five-year programme, the Financial Facility for Remittances (FFR) has identified a number of best practices for leveraging the development impacts of remittances. The successful “working models” are structured around five core areas:

Reducing the cost of remittances and related financial services

This practice is considered the single most effective tool for maximizing migrant workers’ funds and ensuring that as much of their income as possible remains in the hands of the remittance senders and their families. Reducing transfer costs and boosting competition are vital to ensuring that migrant workers and their families are able to benefit from the results of their labour.

The FFR is actively working to achieve this goal through the whole spectrum of its activities. Virtually every FFR project that deals with the remittance marketplace enhances competition at either the local or national level. The Facility’s projects and advocacy work at the national and international levels have an even greater impact, as they promote regulatory frameworks and enhance remittance conduits. Regulatory frameworks that enhance competition are vital to these efforts. For this reason, advocacy takes centre stage in reducing the cost of remittance transfers.

Supporting the adoption of new technologies in innovative business models represents an effective means to lower the cost of remittance services. The FFR has supported the technological upgrade of post offices in 355 rural West African locations to enable them to offer remittance services at half the price. In Ethiopia, the FFR has helped financial institutions adopt the new ARIAS airtime transfer system for cheaper remittance services⁹ in the USA–Ethiopian corridor. The case of Cameroon, where the FFR supported a national microfinance institution in upgrading to a new, faster and less expensive electronic cash transfer system for domestic remittances, has demonstrated the sustainability of a model even with low transaction volumes.

⁹ ARIAS Financial Solutions is a department of Microfinance International Corporation, whose mission is to provide innovative financial services across the globe. Visit www.ariasfs.com/index.php?/about for information about ARIAS.

The use of debit cards for instant transfers also proved to have a great in-take potential among rural populations, coupled with the great advantage of cutting the cost of office personnel for financial institutions and travel time for the recipient, as in the case of the FFR experience in Uganda and Haiti.

Broadening the geographical reach of financial services

It is estimated that up to 40 per cent of all remittances sent to developing countries go to rural areas, which poses specific challenges that must be overcome to ensure access to finance by rural recipients.

Postal networks have proven to offer a unique combination of a broad global presence of brick-and-mortar locations and a long tradition of procurement of financial services. Through the UPU-led modernization of rural branches in West Africa, cheaper and faster remittance services are now being offered by post offices; and the same experience is being scaled up in Central and South Asia. The increased number of clients served also allows post offices to develop strategies to increase revenues through the cross-selling of financial services (such as postal savings accounts), some of which are tailored to the needs of clients. The additional revenue allows postal operators to enhance their sustainability, while continuing to perform their vital role in providing access to postal and financial services.

The transformational potential of mobile banking can be considered as the cutting edge of expanded access to financial services. However, the conditions for success are very specific. The FFR strategy emphasizes transformational access to financial services of all kinds, such as through the use of mobile phones, to provide a “bank to the unbanked.” To enhance financial access in rural areas, it is vital that remittance recipients are able to make deposits and withdrawals linked to an interest-bearing bank account, build credit histories and make mobile payments. This was the case with the FFR-supported mobile banking platform in Georgia, which not only addresses geographical limitations of traditional financial services, but also provides users with access to a wider range of service providers.¹⁰

The active support and open regulatory stance of the Government of Georgia have been key factors in the success of the mobile banking platform project in Georgia. In the case of another FFR-supported mobile banking project, the factor driving the success of the project was the implementing agency’s ability to attract private banks and develop a profitable model that allowed the project to pioneer an unexplored market.

Microfinance institutions networks are by far the institutions best-suited to provide a range of financial services to rural clients. By enhancing their capacity to offer remittance services, MFIs stand to gain from both revenues and deposits, which can be

¹⁰ The platform is open to all regulated financial institutions and local businesses, which are encouraged to take advantage of its merchant payment and bulk payment services.

used to provide loans to local community members. Training MFIs to become agents of remittance companies has proven successful in helping agents serve their rural clients more efficiently. FFR projects in Bolivia (Plurinational State of), Ethiopia, Nepal, Malawi, Sierra Leone and Tajikistan have demonstrated that MFIs are interested in being more than simple sub-agents.

Enabling migrant workers to make more efficient use of their resources through financial and entrepreneurial education

Accessing simple financial tools can help migrant workers control their financial lives, make realistic plans for the future and adopt risk mitigation strategies.

Migrant workers and their families are keen to save and invest their financial resources, but often lack access to the means to do so. This was the case of the more than 2,500 Filipinos working in Italy who were trained by Atikha¹¹ on budgeting, saving and setting long-term financial and migration goals. These migrants were enabled to create savings and were provided with concrete options to invest small amounts on a monthly basis in agricultural projects in their home communities. Key to the success of this project, as well as that of a similar training experience offered by the FFR in Nepal, was the practical nature of the trainings, which addressed concrete problems faced by migrant workers and their families. The training stressed that working abroad can be a tool for improving migrant workers' financial independence, rather than encouraging their family's dependence on remittances.

Another project funded by IFAD in Somalia illustrates the central importance of applying a community-led approach and understanding the local context and customs and the existing needs of project beneficiaries. The Netherlands-based Somali diaspora group Himilo Relief and Development Association (HIRDA)¹² offered basic literacy, mathematics and financial literacy courses that were endorsed and supported by village elders and ensured the ability of local women to participate in the training.

Deepening the variety of financial services available to migrant workers and their families

Financial services enable both sides of the transnational family to leverage their funds. Both financial institutions and clients benefit from the ability of an institution to offer a broad range of financial services to remittance recipients. By cross-selling financial products, financial service providers increase their revenues, while the range of options available to rural households is widened. The experience of the Foundation for International Community Assistance (FINCA) in Uganda demonstrated that not only customer orientation, but also physical distance and early closing hours, were relevant

¹¹ Atikha is a local NGO in the Philippines with long-term experience of working with overseas Filipino workers, and which provides financial literacy and concrete savings and investment options to migrants and their families.

¹² The official HIRDA website is www.hirda.org.

factors influencing the uptake of newly offered financial services. In Tajikistan, the cross-selling of loans to remittance clients demonstrated the utility of such tools to pre-finance the migration of a family member.¹³

Working with the private sector offers enhanced attention to market data and customer-oriented approaches. In Sri Lanka, the remittance-linked savings product designed by Hatton National Bank (HNB) provided access to financial products aligned with the needs of migrant workers and their families, in particular, insurance and productive loans. Significant drivers of success included the bank's well-established remittance services, strong brand and branch network, and the easy integration of new products into its management information system. The encouraging results obtained by HNB clearly illustrate the value of scaling up successful operations, where private sector companies can have an impact far beyond the envisaged original scope of a pilot.¹⁴

Other products often demanded by migrants' families, but with little diffusion due to migrants' limited eligibility, are housing loans. The FFR experience with Groupe de Recherche et d'Échanges Technologiques (GRET)¹⁵ in Senegal, however, has demonstrated that housing finance can work without a mortgage guarantee. The key condition is a sound analysis of the migrant client's risk profile and the possibility of opening a remittance-based savings account as a guarantee to obtain a loan.

Insurance products can help protect migrant workers and their families against financial risks, thus avoiding the need to take out high-interest loans to cover expenses or sell assets to make ends meet. Insurance products are especially important when the lack of access to formal financial services forces migrants to make use of informal lenders. The FFR experience in Nepal and Sri Lanka has demonstrated the untapped market potential of these products for migrants' families, even in countries where a close-knit culture does not give much prominence to insurance.

Encouraging migrant workers to be agents of change

Diaspora investment in small and medium enterprises can be a highly effective way to create jobs and generate income back home. In order for remittance senders, recipients and entrepreneurs to invest, the financial infrastructure must be in place to allow access to deposits, credit and insurance services. While there are many investment opportunities for large-scale investors, finding similar options for smaller-scale investors is a challenge of particular interest to IFAD. The FFR is exploring how to

¹³ FINCA is a charitable microfinance organization providing poverty solutions through small business loans. The official FINCA website is www.finca.org.

¹⁴ HNB is a leading commercial bank, with legally sanctioned linkages to a wide network of correspondent banks, exchange houses and money transfer agencies, as well as long-term experience in the field of remittances. The official HNB website is www.hnb.net.

¹⁵ GRET is a French development NGO that has been actively fighting poverty and inequality for 35 years in the field and in policy. The official GRET website is www.gret.org.

mobilize diaspora investment in agriculture through a range of financial instruments, including investment funds, bonds and cooperatives and other mechanisms.

FFR projects in Albania developed successful collaboration models with commercial banks in mobilizing migrant capital to create migrant-tailored financial products that promote higher returns, increase migrant earnings and attract migrant savings to the country of origin. In Peru, the Republic of Moldova and Romania, the FFR successfully involved host government authorities to increase awareness on migrant investment options and gain additional support for replication and scaling up. The cooperative-based model has also proven to be an effective tool to mobilize migrants' savings at a larger scale and enable reinvestment in local development initiatives back home. In the Philippines, the FFR pioneered innovative sources of financing for cooperatives, by encouraging the Filipino diaspora in Italy to save and invest in Sorosoro Ibaba Development Cooperative, one of the Philippines' oldest agri-cooperatives, to get a return on agribusiness initiatives.

4. Gaps evident within the migration and development sphere

Market barriers to entry

These include the use of exclusivity agreements that prohibit agents (for example, banks, grocery stores or phone kiosks) from signing contracts with competing money transfer organizations (MTOs); and incentive structures that place the interests of the branch above those of the institution as a whole, can distort the ability of the market to find a competitive equilibrium. It is for this reason that the FFR ensures that grant financing to its projects is used to support and foster competitive practices.

Regulatory frameworks

These are necessary to determine how financial services can operate within a specific context and the extent to which MFIs can handle deposits, provide credit services and link them with remittances services.

Human, technological and financial capacity of MFIs

MFIs must not only be able to reach clients in rural remote areas, but also be large enough and have geographic coverage that is broad enough to allow them to operate at scale. Furthermore, MFIs need to be able to negotiate effectively with MTOs and diversify the risks associated with money transfers. Many MFIs are NGOs, and it is difficult to ensure appropriate liquidity management and security at local branches, in addition to the lack of basic infrastructure, such as reliable communications and electricity services.

Dependence of migrants' families on remittances

Migration may maintain or increase the inequality between households which receive remittances and those which do not. The success of migrants in accumulating capital and skills is not a sufficient condition for investing productively in the development of their places of origin. Other factors, such as the living conditions of migrants in the destination countries, their intention to return to their countries of origin, the characteristics of their households and their access to local assets, as well as the social, economic and ecological contexts in their home communities, are also determinants. Interventions, therefore, need to target different factors of the migration process in order to be holistic and effective.

Loss of innovative and educated members of a community

In some cases remittances can compensate for the negative impact of outmigration by allowing the hiring of labour to replace lost labour force. In regions with high population densities, outmigration of part of the population may also alleviate underemployment in agriculture and protect the livelihoods of the farmers who remain.

5. Recommendations for the 2013 High-level Dialogue

Recommendations for the 2013 HLD include the following:

- (a) Policies are needed to promote agriculture and rural development, and support investments by migrants in their places of origin. These include policies pertaining to interventions in various sectors, such as improving communication and infrastructure; decentralization; adequate agricultural pricing and marketing; and access to financial markets, education and training, among others, to create an environment where young rural people can have the option of engaging in productive livelihoods and decent work opportunities.
- (b) Better statistics on migration, as well as remittances and their delivery, are needed, especially for money remitted to rural areas. Improving remittance data is crucial for more efficient and secure transfer and delivery of migrant remittances to rural areas.
- (c) Efficient policies for increasing financial sector development may lead to reduced costs and increased transparency in the provision of remittance services.
- (d) Increasing the role of post offices and microfinance institutions in remittances can improve remittance networks in both urban and rural areas and, thus, their ability to reach poor populations. Post offices in migrant-receiving countries can network with destination country post offices, banks and money transfer companies to extend existing domestic money order facilities.

Migration should be a choice rather than a necessity for men and women in rural areas. Adhering to this belief, IFAD continues working towards a rural transformation, through the development of livelihoods and human capital and promoting access to assets, in order to create more opportunities in rural areas, particularly for young women and men.

Recognizing the potential that remittances have for driving rural development, IFAD, through its FFR, is also continuously working towards building partnerships between governments, international institutions, private sector companies and civil society organizations, to help drive the agenda for rural financial inclusion. IFAD considers contributing to broader international policy debates on migration, its consequences and responses vis-à-vis rural development, an important and essential complement to its work on the ground.

Participating in international policy dialogue has the potential to inform and influence policymakers to integrate rural livelihood and migration issues into development planning. Since the movement of people between and within countries is intimately related to prevailing inequalities, the integration of migration-related issues should be central to the post-2015 development agenda.

CHAPTER

5

**The International
Labour Organization**



The International Labour Organization

The main aims of the International Labour Organization (ILO)¹ are to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen the dialogue on work-related issues. The Organization's unique tripartite structure gives an equal voice to governments, workers and employers to ensure that the views of social partners are closely reflected in labour standards and in shaping policies and programmes, including those relating to labour migration. Most international migration today is linked, directly or indirectly, to the world of work and decent employment opportunities. According to ILO estimates, approximately 105 million of the estimated 214 million international migrants globally are economically active,² many of them women and young people.³ Hence, the relationship between migration and development, and the policies and activities to address it in countries of origin and destination, as well as internationally, cannot be detached from labour issues falling within the mandate of the ILO. Similarly, the identity of the migrant in employment cannot be separated from his or her status as a worker.

The work of the ILO on migration and development occurs in the context of: (a) a rights-based approach to labour migration and mobility; (b) the Decent Work Agenda,⁴ with attention to the creation of decent work opportunities in both countries of origin and destination; and (c) social dialogue.⁵ ILO activities also highlight the contributions of migrant workers to the maintenance of social protection and living standards in countries of destination. The rights-based approach is reflected in the Organization's constitutional global mandate to protect migrant workers; international labour

¹ ILO was founded in 1919, in the wake of World War I, to pursue a vision based on the premise that universal, lasting peace can be established only if it is based on social justice. The Organization became the first UN specialized agency in 1946.

² ILO, *International Labour Migration: A Rights-based Approach* (Geneva, 2010), p. 18. The figure would be closer to 90 per cent if migrants' family members were included.

³ Women of all skill levels make up almost 50 per cent of all migrant workers worldwide and are migrating increasingly on their own to be sole breadwinners rather than to unite with families. Young people between the ages of 15 and 24 constituted one-eighth, or 27 million, of the total migrant population in 2010. From: UN DESA, *International Migration in a Globalizing World: The Role of Youth* (New York, United Nations Population Division, 2011).

⁴ The relationship between migration and development cuts across the four objectives of the Decent Work Agenda of the ILO, namely: (a) respecting, promoting and realizing the fundamental principles and rights at work; (b) promoting employment by creating a sustainable institutional and economic environment; (c) developing and enhancing social protection measures; and (d) promoting social dialogue and tripartism. ILO recognizes these objectives as inseparable, interrelated and mutually supportive (ILO Declaration on Social Justice for a Fair Globalization, International Labour Conference, ninety-seventh session, June 2008, part I, paragraphs A and B). Gender equality is regarded as a cross-cutting issue in the Decent Work agenda.

⁵ In its work on migration and development, ILO devotes special attention to social dialogue. The Organization's unique tripartite governance system has the added value that the results of its work reflect a consensus of the two parties most affected in the world of work: workers and employers. ILO seeks to ensure that the social partners are involved in policymaking on labour migration at the local, national, and international levels, and that their perspectives on migrant workers and the evolving nature of labour migration can also be presented. Capacity-building of workers' and employers' organizations, together with Ministries of Labour (and other government entities, where appropriate), is undertaken to this effect.

standards, including the Organization's fundamental human rights conventions,⁶ which cover all migrant workers (unless otherwise stated); and those conventions specifically concerned with the governance of labour migration and the protection of migrant workers, namely, Migration for Employment Convention (revised), 1949 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143).⁷ At the 2004 International Labour Conference, the tripartite constituents of the ILO, mindful of the changing dynamics of international labour migration, reached the consensus that "a fair deal for all migrant workers requires a rights-based approach ... which recognizes labour market needs," and adopted the Plan of Action for Migrant Workers to advance this goal.⁸

1. Migration and development activities since the 2006 High-level Dialogue

Advocacy and policy advice

Since 2006 a key contribution of the ILO to the rights-based approach to migration governance is its promotion of the ratification and implementation of all its conventions and the emphasis on its unique supervisory mechanisms,⁹ which have resulted in improvements in the situation of migrant workers, recommendations for policy changes and identification of protection gaps, leading to the adoption of additional instruments, such as the Domestic Workers Convention, 2011 (No. 189) and the accompanying Recommendation No. 201. The Organization coordinates on human rights questions relating to migration and development with UN treaty bodies such as the Committee on Economic, Social and Cultural Rights and the Committee on the Protection of the Rights of All Migrant Workers and Members of their Families (short name: Committee on Migrant Workers). It also assisted the Committee on Migrant Workers in drafting its first general comment on migrant domestic workers and the general comment on the rights of migrant workers and their families in an irregular situation, adopted by the Committee at its eighteenth session in April 2011.

⁶ Namely: Forced Labour Convention, 1930 (No. 29); Abolition of Forced Labour Convention, 1957 (No. 105); Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); Right to Organise and Collective Bargaining Convention, 1949 (No. 98); Minimum Age Convention, 1973 (No. 138); Worst Forms of Child Labour Convention, 1999 (No. 182); Equal Remuneration Convention, 1951 (No. 100); and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

⁷ See also the accompanying Recommendations No. 86 and No. 151.

⁸ See: "Conclusions on a fair deal for migrant workers in a global economy" in the Report of the Committee on Migrant Workers, International Labour Conference, ninety-second session, 2004.

⁹ ILO supervisory mechanisms include the Committee on Freedom of Association and the Committee of Experts on the Application of Conventions and Recommendations. Information on the work of these ILO supervisory bodies in monitoring the compliance of Member States with these standards is available from the Organization's Information System on International Labour Standards, accessible at www.ilo.org/dyn/normlex/en. One example of a promotional tool in this area is: ILO, *International Labour Standards on Migrant Workers' Rights: Guide for Policymakers and Practitioners in Asia and the Pacific* (Bangkok, 2007), available from www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_146244.pdf.

ILO has also assisted a number of countries in developing and improving legislation and policies on labour migration and establishing pertinent institutions based on the content of the ILO Multilateral Framework on Labour Migration, the centrepiece of the 2004 Plan of Action for Migrant Workers, which comprises a non-binding set of principles and guidelines that find their reference point in the aforementioned international labour standards and resulting good practices. Other important policy tools relating to migration and development include the *Handbook on Mainstreaming Migration into Development Planning* (2010), developed with other members of the GMG; the *Handbook on Establishing Effective Labour Migration Policies* (2006 and 2007), prepared in collaboration with the Organization for Security and Co-operation in Europe (OSCE) and IOM; *Strengthening Migration Governance* (2009), prepared with OSCE; and the manual entitled *Equality in Diversity: Migration and Integration* (2006). ILO has also provided support to a number of countries, such as Jordan, Viet Nam and Yemen, to ensure that national employment policies in destination countries are based on a proper assessment of short- and long-term labour market demand for migrant workers, which includes an analysis of the implications of the labour migration process for countries of origin.¹⁰

In collaboration with other agencies and stakeholders, ILO has provided policy advice on gender issues as they relate to migration and development. In September 2008 the Organization prepared the global policy report *Migration, Gender Equality and Development* for the International Conference on Gender, Migration and Development: Seizing Opportunities and Upholding Rights in Manila, organized with a number of GMG agencies and other partners, which resulted in the Resolution and Manila Call to Action 2008.¹¹ In 2009 ILO co-organized, with the UN Development Programme, IOM and the UN International Research and Training Institute for the Advancement of Women, the Global Consultation on Migration, Remittances and Development: Responding to the Global Crisis from a Gender Perspective, which resulted in a communiqué with policy recommendations for future action.

As fee-charging recruitment agencies are increasingly involved in international migration, and as some recruiters have engaged in unfair and abusive practices, ILO has increased its efforts to promote further regulation of this market by ensuring proper application of existing rules and wider ratification of its Private Employment Agencies Convention, 1997 (No. 181) and its implementation by Member States.¹² A key element is the licensing and supervision of recruitment and contracting agencies

¹⁰ See: ILO, *Guide for the Formulation of National Employment policies* (Geneva, 2012), available from www.ilo.org/emppolicy/pubs/WCMS_188048/lang--en/index.htm.

¹¹ This document is available from www.icgmd.info/docs/icgmd_manila_call_to_action.pdf.

¹² See, for example: ILO, Report of the discussion on the Workshop to Promote Ratification of the Private Employment Agencies Convention, 1997 (No. 181), Geneva, 20–21 October 2009, available from www.ilo.org/sector/activities/sectoral-meetings/WCMS_162739/lang--en/index.htm; ILO, Final report of the discussion on the Global Dialogue Forum on the Role of Private Employment Agencies in Promoting Decent Work and Improving the Functioning of Labour Markets in Private Services Sectors, Geneva, 18–19 October 2011, available from www.ilo.org/sector/activities/sectoral-meetings/WCMS_160794/lang--en/index.htm; and the aforementioned documents' respective "Issues papers."

for migrant workers with clear and enforceable contracts. For example, in September 2012 the Ministry of Labour and Vocational Training (MoLVT) of Cambodia specifically requested the assistance of the ILO project “Tripartite Action to Protect Migrant Workers from Labour Exploitation (TRIANGLE)” in drafting *prakas* (ministerial orders) to better regulate the recruitment process and protect migrant workers.¹³ MoLVT and ILO have formed a multi-stakeholder technical working group, comprising different government ministries, social partners, industry actors and civil society organizations, thus ensuring that the various views are reflected in the development of the measures. This project is also supporting efforts to combat exploitation of migrant workers in Thailand’s fishing sector, including through guidelines on recruitment, in partnership with the Government, the National Fisheries Association of Thailand, the Seafarers’ Union of Burma and civil society.¹⁴

ILO addresses labour migration in an integrated manner across its Decent Work Agenda, with a focus on particular needs and trends in specific sectors, such as hospitality and tourism,¹⁵ education and research, and health services, which are particularly relevant to understanding the migration and development relationship, given the significant presence of migrant workers in these sectors. With regard to the education and research sectors, ILO is a member of the Commonwealth Advisory Council on Teacher Mobility, Recruitment and Migration, which oversees follow-up to the *Commonwealth Teacher Recruitment Protocol*, adopted by the Commonwealth Ministers of Education in 2004 in response to the concern voiced by a number of Commonwealth States that a significant proportion of their teaching workforce was being lost to targeted recruitment drives. In April 2012 the Advisory Council developed a model memorandum of understanding between States to provide an example of good practice in setting out the terms under which teachers should be recruited from one State to work in another, including consultation with relevant teachers’ unions and organizations on its provisions, prior to signing and throughout its life.

In the health services sector,¹⁶ the ILO, together with WHO and IOM, participated in the two-year Action Programme on “The International Migration of Health Service Workers: The Supply Side,” launched in 2006. The aim of the action programme was to develop and disseminate strategies and good practices for the governance of health service

¹³ With a view to the implementation of Sub-decree 190 on “The management of the sending of Cambodian workers abroad through private recruitment agencies.”

¹⁴ See: ILO, “ILO TRIANGLE Activities in the Fishing Sector,” fact sheet, available from www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_191768.pdf.

¹⁵ As underlined in a global meeting, held at ILO in November 2010, the future workforce in the hospitality and tourism sector “will have greater diversity of gender, ethnic background and age profile. To be effective, approaches to skills development for the sector should be part of long-term national growth strategies so that skills development, the industry’s human resource needs and overall national labour market policies are linked.” See: ILO, Final report of the discussion on the Global Dialogue Forum on New Developments and Challenges in the Hospitality and Tourism Sector (Geneva, 23–24 November 2010), available from www.ilo.org/sector/activities/sectoral-meetings/WCMS_162201/lang--en/index.htm.

¹⁶ For more information about the project, visit the webpage “Promoting Decent Work Across Borders: A Project for Migrant Health Professionals and Skilled Workers (2011–2014),” at www.ilo.org/asia/whatwedo/projects/WCMS_173607/lang--en/index.htm.

migration from the perspective of five health worker-supplying countries, namely Costa Rica, Kenya, Romania, Senegal and Trinidad and Tobago. Social dialogue was a major means of action throughout the implementation of the action programme.¹⁷ One of the outcomes of the overall process was a comprehensive inventory and policy framework for addressing the various aspects of health worker migration (for example, working conditions) in the national public health system and considering the role and possible regulation of recruitment agencies.

Capacity development, institution-building and sharing of good practices

Most ILO technical cooperation projects in the field of labour migration and development have capacity development and institution-building components and are implemented in collaboration with ILO constituents (for example, governments and employers' and workers' organizations), as well as with civil society organizations (such as migrants' associations) and other international organizations, where appropriate. Some technical cooperation projects implemented since 2006 have focused more on the employment and labour market side of migration and have included: (a) skills development; (b) financial education for migrant workers and their families (financial literacy training); (c) improved data on labour markets and labour migration; (d) enhancing the capacity of employment services and public recruitment agencies; and (e) professional reintegration of returning migrant workers.

Other projects have pertained more to the rights of migrant workers in the context of labour migration governance and have included: (a) support services to migrant workers through information, advice and legal aid; (b) extension of social security coverage for migrant workers and their families; (c) promotion of international labour standards and regulatory frameworks, including licensing and regulation of private employment agencies; (d) enhancing the role and capacities of trade unions in informing and protecting migrant workers and their families; and (e) support to gender-sensitive labour migration governance and multi-stakeholder coordination mechanisms, including through regional economic communities and other subregional bodies.

In collaboration with ILO constituents and regional economic bodies, the Organization has underlined the role of labour migration in advancing regional integration and development. For example, the ASEAN Forum on Migrant Labour, supported by ILO since its inception, remains unique among ASEAN events in providing workers' and employers' organizations a platform to engage with governments. Each year, the Forum brings together national-level representatives from tripartite constituents and civil society organizations and regional bodies, including the ASEAN Confederation

¹⁷ The launch of the action programme was marked by an interregional tripartite meeting for participating countries, held in March 2006 at the ILO Headquarters in Geneva. National-level tripartite steering committees were established and formalized, aiming to ensure broad stakeholder involvement in a social dialogue process addressing the issue of health worker migration.

of Employers, the ASEAN Trade Union Council and the Task Force on ASEAN Migrant Workers, a regional coalition of civil society groups. The Forum also aims to advance the implementation of specific obligations under the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (2007). A secondary objective of the Forum has been to foster trust and build confidence among governments, employers' and workers' organizations and civil society groups.

ILO is collaborating with the Southern African Development Community (SADC) and has ensured the inclusion of migration in the draft protocol on employment and labour. In the East African Community, ILO is supporting the development of a legal instrument to coordinate social security arrangements between member countries. In the context of regional economic integration, portability of social security rights is especially important because it facilitates the freer movement of workers, with a view to better integrated and functioning labour markets.

Support has also been provided to governments to ensure that consular representatives, including labour attachés, are better equipped to protect their nationals abroad. These and all other projects under ILO auspices take an integrated approach and also ask the question whether outcomes might differ for migrant men and migrant women, given that incorporation of a gender perspective is an essential cross-cutting issue of the Decent Work Agenda of the ILO.¹⁸ In addition, ILO supports constituents in adopting gender-sensitive labour migration policies and practices, which includes policy advice and capacity-building, to promote gender equality in labour migration policy through strategies to address gender gaps during the migration process. Equal treatment and opportunities for and between men and women migrant workers is pursued in terms of working conditions and wages, social security coverage and equal access to education and training, as well as equitable representation and voice in both the informal and formal economies.¹⁹

At its International Training Centre (ITC) in Turin, ILO has organized specific training courses on migration and development that are open to ILO constituents and other relevant stakeholders, such as migrant associations and civil society. In July 2011 ILO inaugurated the Academy on Labour Migration, an annual two-week training event which comprises a cluster of courses addressing three thematic areas of international labour migration: (a) good governance, (b) protection of migrant workers and (c) migration and development. Resource persons on labour migration are drawn from the in-house expertise of the ILO, GMG agencies and experts from the academic and research community.

¹⁸ Attention to gender issues in migration also featured in: ILO, "Conclusions of the Resolution concerning gender equality at the heart of decent work from the ninety-eighth session of the International Labour Conference, June 2009.

¹⁹ See, for example, the EU-funded project, Gender-sensitive Labour Migration Policies in the Nicaragua–Costa Rica–Panama and Haiti–Dominican Republic Corridors (2011–2014).

The first interregional course on “Decent Work for Domestic Workers,” organized by ITC–ILO, was held in July 2013 and aimed to strengthen the broad protection of vulnerable groups such as migrant domestic workers and victims of child domestic labour. In October 2013, the course entitled “Fostering the social and professional reintegration of return migrants,” will take place at the ITC to advance knowledge of how to enhance the contribution of return migrants to the development of their countries of origin, and different innovative processes of social and professional reintegration.

Knowledge-building (data and research)

Since 2006 the ILO has engaged in knowledge-building and technical assistance to various countries to improve the collection, compilation and sharing of statistics on labour migration. These are essential to building a stronger evidence base for understanding the linkages between labour migration and development. For example, in the context of an ILO–EU project,²⁰ the ILO Department of Statistics provided technical assistance to the National Statistical Offices of Ukraine and the Republic of Moldova to introduce, in their national labour force surveys, specialized modules on international labour migration, including temporary migration. The Pretoria Office of the ILO is a partner in a research project coordinated by Witwatersrand University (Johannesburg) on regional labour migration in the SADC region.²¹ Technical support has also been provided to Malawi and Zambia for the inclusion of a module on migration in household surveys, with similar work being undertaken in Asia.²²

Despite these efforts, comprehensive official national statistics, as well as estimates of the economically active migrant population at the regional and global levels are still lacking. Essential age- and sex-disaggregated data on migrant workers – in particular, their labour market needs, working conditions and wages, migration status, social protection, occupations and skills – remain scant and fragmented. A main gap affecting improvements in the availability of statistics on this topic is the lack of international statistical standards and common methodologies to measure, in particular, temporary and short-term international labour migration.

To address this gap, ILO is formulating proposals explicitly identifying migrant workers as part of the economically active population (employed, unemployed and underemployed) for official labour force statistics produced by countries. The draft standards will be presented for discussion and adoption at the International Conference of Labour Statisticians in October 2013. If adopted, the new standards would represent

²⁰ Project name: Effective Governance of Labour Migration and its Skills Dimensions (2011–2013), in the Republic of Moldova and Ukraine.

²¹ The project, implemented in collaboration with Statistics South Africa, aims to design a survey module to complement South Africa’s quarterly Labour Force Survey to provide basic trends in labour migration.

²² The aim of the Migration Information System in Asia (MISA) is to establish a regional database and a system for the reporting, updating and dissemination of government-generated international migration data. MISA is the only all-Asia migration information system and was established by the Scalabrini Migration Centre in Manila with ILO support. The project website is www.smc.org.ph/misa.

an important step forward in promoting the collection of statistics on international migrant workers as part of national programmes of statistics on the labour force.

The Organization monitors and analyses trends and emerging policy issues in international labour migration that also have specific relevance to migration and development using the following tools: (a) the Good Practices Database on Labour Migration and the Database on Anti-discrimination Action Profiles; (b) textbook-type publications reviewing trends and policies and providing an overview of global issues in international labour migration, for example, *International Labour Migration: A Rights-based Approach* (2010); (c) specialized publications on particular issues and policy developments, for example, the working paper *The global economic crisis and migrant workers: Impact and response* (2009) and the books *The Internationalization of Labour Markets* (2010) and *Social Security for Migrant Workers: A rights-based approach* (2011); and (d) the discussion paper series “International Migration Papers,” which, since 2006, has covered such issues as: (i) migrants and informal work; (ii) the integration of migration into development planning; (iii) lessons learned concerning remittance transfers; (iv) gender, migration and (de)qualification; and (v) migrant workers in particular economic sectors.²³

Major areas of focus for ILO data, research and analysis include: (a) gender, labour migration and development; (b) the development of a standard methodology for assessing outcomes for migrant workers; and (c) youth, employment and migration. These are discussed throughout the rest of this subsection.

Gender, labour migration and development

In addition to its advocacy, policy advice and capacity-building work on gender, labour migration and development, ILO is implementing two EU-funded projects to address the knowledge gaps in the area of gender, migration and development, with particular reference to decent work for migrant domestic workers. The first project, focused on Europe, concerns the possible integration outcomes of admission and employment policies for migrant domestic workers – who are often considered low-skilled – and enhancing stakeholders’ capacities to identify and remove barriers to their socioeconomic integration.²⁴ The second, more global project – with targeted interventions in five migration corridors – seeks to promote decent work for migrant domestic workers by expanding the knowledge base, raising awareness and supporting stakeholders’ capacities to address protection challenges.²⁵ The two projects complement and build

²³ For a complete list of these economic sectors, visit www.ilo.org/migrant/information-resources/publications/working-papers/lang--en/index.htm. For a recent paper addressing a specific economic sector (namely, the international hotel industry), see: T. Baum, Migrant workers in the international hotel industry, International Migration Papers No. 112 Geneva, ILO, 2012, available from www.ilo.org/sector/Resources/publications/WCMS_180596/lang--en/index.htm.

²⁴ Project name: Promoting Integration for Migrant Domestic Workers in Europe (2011–2013).

²⁵ Project name: Global Action Programme on Migrant Domestic Workers and Their Families (2013–2015).

on ILO activities in support of the ratification and implementation of the ILO Domestic Workers Convention, 2011 (No. 189) and its accompanying Recommendation No. 201.

ILO is also preparing the publication, *A Framework for Action on Maximising the Contribution of Women Migrant Workers to Development*, to guide policymakers and other stakeholders and advance knowledge on the nexus between migration, gender equality and development. This strategic guide will include good practices and recommendations on how to maximize the potential contributions of women migrant workers to development by enhancing their protection and optimizing their opportunities to become more significant development contributors.

Developing a standard methodology to assess outcomes for migrant workers

Knowledge-based work on migration and development often devotes insufficient attention to the effects of migration on the migrants themselves, making it difficult to arrive at a comprehensive understanding of the contributions they make to both their countries of origin and destination. ILO is developing a standard methodology to assess outcomes for migrant workers under labour migration programmes and schemes designed to fill jobs that require few or mid-level skills. The methodology will assess a range of variables that concern outcomes for migrant workers, namely, wages, working time, skills development and social security, and will be tested in two pilot case studies in different migrant corridors and economic sectors.

Youth, employment and migration

Youth employment, or the lack thereof, has long been a pressing concern for the ILO and its constituents. Even before the global economic crisis began in 2008, the global youth unemployment rate was already three times higher than the general unemployment rate.²⁶ The 2008 financial crisis and the subsequent global recession have further deteriorated the labour market prospects of young people.²⁷ Both developing and developed countries are facing a “lost generation” of young workers and human capital, and young people are experiencing conditions that encourage them to go abroad in search of work.

However, the data on youth labour migration is sparse and scattered. Therefore, ILO is currently contributing significantly to the thematic window on “Youth, Employment and Migration” of the Millennium Development Goals Achievement Fund (MDG-F) through a research project comprising 14 joint programmes spanning Africa (Sudan and Tunisia), Asia (China and the Philippines), South-eastern Europe (Albania, Bosnia

²⁶ ILO, “The youth employment crisis: Time for action,” report V, prepared for the 101st International Labour Conference 2012, Geneva.

²⁷ Some 73.8 million young people are unemployed, and approximately 35 per cent of youth unemployed in advanced economies have been out of a job for six months or longer, up from 28.5 per cent in 2007. See: ILO, *Global Employment Trends 2013: Recovering from a second jobs dip* Geneva, ILO, 2013, available from www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_202326.pdf.

and Herzegovina, Serbia and Turkey) and Latin America (Costa Rica, Ecuador, Honduras, Nicaragua, Paraguay and Peru) being implemented by the UN Country Teams.

As part of this research initiative, ILO has coordinated country-level studies that shed light on the correlations and interactions between youth employment, youth policies, migration trends and migration policies for ten of these countries.²⁸ The main findings are being synthesized and compiled in the report *Global Trends in Youth Labour Migration*, which will guide policymakers towards better informed gender- and youth-sensitive policies on issues relating to youth employment and youth migration. In November 2012 ILO also published a regional report entitled *Decent work, youth employment and migration in Asia*,²⁹ (ILO International Migration Papers No. 113) the findings of which will feed into the report on global trends, some of which are: (a) diasporas, (b) labour market integration, (c) trafficking for forced labour and (d) migration and child labour.

Diasporas. There is considerable interest, both in academic research and in global policy discussions on migration and development, in the contributions that migrant diaspora communities make to their host countries and countries of origin. ILO is completing a research project entitled “Migration, scientific diasporas and development: Impact of skilled return migration on development in India,” undertaken with the École Polytechnique Fédérale de Lausanne, the Institute of Development Studies Kolkata, and the International Migration and Diaspora Studies Project of the Jawaharlal Nehru University in New Delhi.³⁰ This project, which focuses on talent mobility from India to “new destinations” in Europe and return migration, aims at identifying ways to engage skilled professionals and scientists in home country development.

Labour market integration. The interface between integration opportunities for migrants in destination countries and the migration and development nexus is relatively understudied. In a European Commission-funded research project being carried out together with the Migration Policy Institute, ILO is looking at the labour market integration trajectories of newly arrived immigrants into middle-skilled jobs. The research findings will also be relevant for non-EU States, given that access to employment and participation in the labour market are important requisites for the social integration of people and the most powerful means to combat social exclusion. Many ILO (and UN) Member States have become or are becoming countries of immigration and will have to consider issues in labour market integration to improve the functioning of their labour markets, thereby accelerating economic growth while working towards an inclusive society.

²⁸ Namely: Albania, Bosnia and Herzegovina, Ecuador, Montenegro, Nicaragua, Paraguay, the Philippines, Serbia, Tunisia and Turkey.

²⁹ See: P. Wickramasekara, “Decent work, youth employment and migration in Asia,” International Migration Papers No. 113 (Geneva, ILO, 2012), available from www.ilo.org/migrant/information-resources/publications/working-papers/WCMS_201378/lang-en/index.htm.

³⁰ For more information about the project, visit <http://cooperation.epfl.ch/page-64287-en.html>.

Trafficking for forced labour. Trafficking for forced labour and labour exploitation is the antithesis of decent work and a scourge for development in both origin and destination countries. The recent ILO global estimate of forced labour indicates that the majority of victims are trafficked for labour exploitation.³¹ ILO has designed innovative survey guidelines for estimating forced labour and trafficking at the national level³² which also propose operational definitions of forced labour of adults and children, with associated indicators. Precise technical indications are also given for the sampling and questionnaire designs which take account of the specificity of forced labour. These have been used to implement quantitative surveys in a dozen countries, both among returned migrant workers and in traditional contexts, where bonded labour and vestiges of slavery are still rampant. Work on human trafficking has also been undertaken at the regional level. The Organization recently published the results of a regional research project which attempted to discern patterns of human trafficking in the Middle East, analyzing how vulnerable women and men migrant workers are tricked into and trapped in forced labour in various economic sectors.³³

Migration and child labour. Increasing migration, specifically family migration and independent child migration, affects children below the minimum working age in a way that is detrimental to a child's individual development, as well as to national development goals. The conditions under which children migrate make them especially vulnerable to exploitation and child labour due to neglect, lack of protection, and obstacles to accessing basic services such as education.³⁴ Under an initiative of the Global Working Group on Children on the Move, ILO has taken the lead in several research endeavours regarding migration and child labour. The Organization conducted, for example, a comprehensive desk review of over 300 documents on child labour in agriculture, domestic work, commercial sexual exploitation, hazardous occupations and the urban informal economy, to shed light on the situation of migrant children in child labour. It also partnered with Child Helpline International (CHI) to carry out a review of migrant child labour cases recorded by CHI in Kenya, Nepal and Peru, to be published jointly by CHI and ILO. Analyzing the results of national child labour surveys, ILO has concluded that there is a need for more consistent data on the migration status of child labourers, to be addressed in forthcoming national child labour surveys.

³¹ See: ILO, "Global estimate of forced labour: Executive summary" (Geneva, 2012) available from www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_181953.pdf. On page 3, the report presents an estimate that 9.1 million of internal and international migrants are victims of trafficking and forced labour (comprising 44 per cent of the total number of victims of forced labour).

³² See: ILO, "Hard to see, harder to count: survey guidelines to estimate forced labour of adults and children," report (Geneva, 2011), available from www.ilo.org/public/libdoc/ilo/2011/111B09_351_engl.pdf.

³³ H. Harroff-Tavel and A. Nasri, *Tricked and Trapped: Human Trafficking in the Middle East* (Beirut, ILO, 2013).

³⁴ H. van de Glind, "Migration and child labour – Exploring child migrant vulnerabilities and those of children left behind," working paper by the International Programme on the Elimination of Child Labour (Geneva, ILO, 2010), available from www.ilo.org/ipецinfo/product/viewProduct.do?productId=14313.

2. Support provided to the Global Forum on Migration and Development

ILO has provided support to the Global Forum on Migration and Development (GFMD) every year since its inception in 2007 and has taken part in the preparatory meetings leading up to each GFMD, giving technical inputs on a range of issues such as South–South labour migration and the protection of migrant workers. It has also engaged with the GFMD to disseminate its rights-based approach to labour migration, thereby aligning it with the UN normative framework. The inputs from ILO have aimed at extending recognition of the labour aspects of migration and the importance of social dialogue, focusing on specific issues such as skills development, return and social and professional reintegration, the role of diaspora communities for development, and policy coherence. Because of the undervaluing of women’s labour, a higher proportion of women migrants are statistically invisible, and, therefore, considerable attention has been paid to gender and labour migration, with a focus on migrant domestic workers.

The ILO has been active in the Civil Society Days of the GFMD in similar ways – drafting background papers for the round table discussions, having ILO officials participate as expert speakers and providing technical inputs to the deliberations. Because of its tripartite nature, ILO has provided particular support whenever the participation of workers’ and employers’ organization was considered.

As a member of the GMG, ILO has participated in joint GMG activities at the GFMD, such as contributing to keynote addresses delivered on behalf of the GMG. The Organization has also provided logistical and administrative support to the GFMD whenever needed, including hosting meetings of the GFMD Friends of the Forum.

3. Identified good practices

As observed above, ILO has supported a number of countries in formulating or revising national labour migration policies – or specific aspects of these policies, such as skills development and recruitment – which are gender-responsive and conform to the country’s development strategy, as well as international standards. These policies have been established as good practices that recognize the particular role of labour migration in a country’s overall development agenda and which are formulated through an inclusive consultative “tripartite plus” process.

At the national level, ILO promotes the Decent Work Agenda within the framework of Decent Work Country Programmes (DWCPs), which are powerful instruments for ensuring that migration remains a choice rather than a necessity. DWCPs are established through a highly consultative process between ILO, respective governments and social partners, as well as other relevant stakeholders. Within a national development framework, DWCPs define a set of priorities and targets, and aim

at tackling major decent work deficits. Taking into account the Organization's fields of comparative advantage, DWCPs provide an integrated framework for its contribution to the realization of national development strategies. In the context of a results-based framework, DWCPs organize ILO advocacy, knowledge and cooperation in the service of tripartite constituents to advance the Decent Work Agenda. Within DWCPs, labour migration is increasingly being identified as a priority issue by ILO constituents. DWCPs also help ensure coherence between labour migration, employment, social protection and other national policies, and that the work of the ILO on labour migration is coherent and consistent with national development strategies and policies.

ILO considers that many good practices in the field of labour migration in general, and migration and development in particular, are found in its rights-based approach to labour migration, which is rooted in international labour standards, including those addressing labour migration and the protection of migrant workers. Moreover, its Multilateral Framework on Labour Migration sets out (in Annex II) examples of many good practices that are in accordance with the principles and guidelines outlined in the framework, including those of specific relevance to migration and development. ILO is currently reviewing and updating some of these good practices, as well as adding new ones.

4. Challenges and gaps evident within the migration and development sphere

As underscored in this chapter, migration is primarily a phenomenon related to work; it is about globalized labour and skills mobility. However, in those circles dealing mainly with migration, the important links between migration and labour markets, including the quantity and quality of jobs in both origin and destination countries, and the contribution of labour market policies to growth and development, are often ignored or poorly understood. In many origin and destination countries, labour ministries, labour inspectorates, employment services, vocational training authorities and workers' and employers' organizations are at the margin of the discussion around the design and implementation of migration policies, and have few capacities and resources for effective intervention. Specific and explicit efforts are, therefore, required to support the capacities and participation of these actors – as well as migrants themselves, diaspora representatives, NGOs and local authorities – in the decision-making processes concerning migration and development.

Labour migration policies are likely to be more effective if based on broad consultation with diverse actors and particularly social partners. However, social dialogue and the involvement of workers' and employers' organizations in labour migration policymaking remain limited in many parts of the world. Rapidly changing labour migration dynamics are a clear challenge to policymakers, given their limited ability to capture what is occurring on the ground. Social partners, as actors in the real economy, possess

reliable information in this regard. Employers' organizations have strategic knowledge of labour market needs, and workers' organizations inform migrant workers about their rights and help ensure that their working and living conditions comply with national and international standards.

Organizing migrant workers into trade unions contributes to reducing their exploitation, strengthens their representation and bargaining power, and assists in their integration, thus deepening social cohesion. Cooperation between trade unions in destination and origin countries is also essential to protecting migrant workers and promoting sound and well-governed labour migration policies.³⁵

The interlinkages between migration, development and human and labour rights remain to be properly explored. Since the GFMD commenced in 2007, increasing attention has been devoted to the protection of migrant workers' rights, although the treatment of this subject has often been somewhat superficial and not very well informed. It is important to undertake a more in-depth analysis of these linkages, which are, to varying degrees, interdependent, as clearly recognized in the four strategic objectives of the ILO Decent Work Agenda, and to which employment, fundamental principles and rights at work, and development are integral.

Similarly, there is a need for a more explicit recognition of migrants as rights holders, and as key contributors through productive and reproductive work, among others, to the socioeconomic well-being of societies of origin and destination. Respect for human and labour rights and the principle of equality of treatment, as articulated in international human rights instruments and labour standards, must receive priority attention. These instruments touch on a wide range of rights, for example, the rights to work in conditions of freedom, equality and security; to form and join trade unions; to enjoy safe and healthy conditions in the workplace; to receive equal pay for work of equal value; to be free from discrimination and enjoy equality of treatment generally; to education and housing; to respect for family life; to legal protection; and the right to social security, including health care and maternity protection.

Recognition of the human right to social security and ensuring its equal application to all workers and their families, including migrants, is particularly important. Challenges in this area include the formulation and implementation of inclusive social security legislation, the need to strengthen social security systems and institutions, particularly in developing countries of origin, and the adoption of multilateral and bilateral agreements guaranteeing the portability of migrants' social security rights. Moreover, the Recommendation concerning National Floors of Social Protection (No. 202), adopted at the 2012 International Labour Conference, could become a major

³⁵ The ILO Bureau for Workers' Activities has developed a model trade union agreement on migrant workers' rights, which has been used in developing cooperation between trade unions in countries of origin and destination. This agreement may be accessed at www.ilo.org/actrav/what/pubs/WCMS_115036/lang--en/index.htm.

mechanism to strengthen the social protection of migrant workers and members of their families in both origin and destination countries.

The global financial and economic crisis, and its implications for the labour markets of countries of origin and destination alike, is likely to further impact not only on the dynamics and characteristics of migration and development but also on the definition of the thematic and geographic priorities for action, the modalities of interventions and the resources allocated to them. Consequently, addressing the multidimensional aspects of migration and development requires political will, the participation of a wide range of social actors and policy coherence at all levels. Giving effect to the recognition of the centrality of the world of work in this relationship calls for coherence with a range of other relevant social policy areas, such as employment and labour market policies; vocational and skills training and education that are free of gender bias; youth employment strategies; and job search assistance and monitoring through solid employment services.

There is also increased interest in consolidating the synergies of the various stakeholders and actors operating in this field – including GMG agencies – by giving due recognition and respect to their different mandates and expertise in order to ensure more effective responses.

5. Recommendations for the 2013 High-level Dialogue

ILO recommends that the HLD observe the following priorities in both its deliberations and outcomes:

- (a) Recognition of the centrality of the world of work in relation to international migration and the fundamental role of social partners and social dialogue in shaping and implementing gender-responsive migration and development policies and initiatives at the national and multilateral levels.
- (b) Recognition and application of the importance of a rights-based, fact-driven, and gender-sensitive approach to labour migration – and to migration and development – that also takes into account the impact of the migrant's age on migration and labour outcomes, to ensure the development potential of migration. Adequate protection of human and labour rights, particularly through non-discrimination and equality of treatment and opportunity; reducing costs and abuses in the recruitment process; provision of labour inspection; and the promotion of decent work are all essential to improving migrant workers' incomes and working conditions and enabling them to contribute to the economies of destination and origin countries.

- (c) Recognition of social security and the principle of equality of treatment in social security as human rights; promotion of the ratification and effective implementation of international standards in this specific area; recognition of the need to support the institutional strengthening and enhancement of social security systems in origin and third countries (for example, for improved financial governance of social security institutions) – with a view to facilitating the portability of migrant workers’ social security rights – and the elaboration of bilateral and multilateral social security agreements based on the above standards.
- (d) Supporting policy coherence to address the multidimensional aspects of migration and development with due regard to the mandate and expertise of all stakeholders, including those of GMG agencies, in order to ensure more effective responses.

Postscript: Follow-up to the 2013 High-level Dialogue

By virtue of the decision of its Governing Body in November 2012,³⁶ ILO is convening the global Tripartite Technical Meeting on Labour Migration from 4 to 8 November 2013, which will enable it to assess the outcomes of the 2013 HLD, and consider possible areas for follow-up. The meeting will involve ILO tripartite constituents; other important stakeholders, such as GMG agencies and civil society organizations, will be invited as participants and observers. Four themes are being proposed for discussion at this meeting, as follows:

- (a) Labour and work-related issues in the international debates on migration and development and the post-2015 development agenda;
- (b) Protection of migrant workers, with reference to the particular vulnerabilities of low- and middle-skilled workers;
- (c) Labour market and migration issues, including the recognition and certification of skills, and the methodologies and strategies for assessing labour market needs;
- (d) International cooperation and social dialogue for well-governed international and regional labour migration and mobility.

³⁶ See: International Labour Office, Governing Body, 316th Session, Geneva, 1–16 November 2012, Policy Development Section, Employment and Social Protection Segment, Decision of 8 November 2012, available from www.ilo.org/gb/decisions/GB316-decision/WCMS_192865/lang--en/index.htm. The background document (GB.316/POL/1) informing this decision is available from www.ilo.org/gb/GBSessions/GB316/pol/WCMS_191013/lang--en/index.htm.

CHAPTER

6

**International Maritime
Organization**



International Maritime Organization

The International Maritime Organization (IMO)¹ is the UN specialized agency responsible for safe, secure and efficient shipping and the prevention of pollution from ships. The Organization's mandate covers issues related to the search and rescue of migrants involved in an incident at sea and the delivery of survivors to a place of safety.² Many thousands of people travel by sea to find better conditions of living in other countries, often in boats not properly manned, equipped or licensed to carry passengers on international voyages. Journeys can last several hours or days, usually in very difficult and hazardous circumstances, and many of the migrants travel without documents, in cramped conditions, facing severe weather at sea and, often, even death.

Two instruments of IMO, the International Convention of Life at Sea (SOLAS) and the International Convention on Maritime Search and Rescue (SAR), refer to specific obligations of shipmasters to rescue persons at sea, and to preserve the continuing integrity of the maritime SAR system. The issue of persons rescued at sea is the key focus of discussion in the Organization's Maritime Safety Committee and Facilitation Committee. The Organization has reviewed and adjusted safety measures for persons rescued at sea, in accordance with new circumstances and scenarios as they have arisen, and to ensure joint responsibilities and cooperation in such situations.³ It maintains a database with reports on unsafe practices associated with the trafficking or transport of migrants by sea.⁴ The information is provided on a voluntary basis by IMO Member States and serves to improve policies and practices within the maritime SAR system.

¹ In 1948 an international conference in Geneva adopted a convention formally establishing IMO. (The original name was "Inter-Governmental Maritime Consultative Organization"), but was changed to "International Maritime Organization" in 1982. The IMO Convention entered into force in 1958, and IMO met for the first time the following year. Headquartered in London, IMO currently has 170 Member States and 3 Associate Member States. The official website of the Organization is www.imo.org.

² Following the incident involving the Norwegian flag container ship Tampa off the coast of Australia in August 2001, the IMO Assembly adopted Resolution A.920(22) entitled "Review of safety measures and procedures for the treatment of persons rescued at sea". The resolution requested various IMO bodies to review selected conventions adopted under the aegis of the Organization, in order to identify any gaps, inconsistencies, ambiguities, vagueness or other inadequacies associated with the treatment of persons rescued at sea.

³ The Maritime Safety Committee, at its seventy-eighth session in 2004, adopted amendments to the SOLAS and SAR Conventions to complement the obligation of the shipmaster to render assistance with the corresponding obligation of contracting governments to coordinate and cooperate in relieving the shipmaster of the responsibility to provide follow-up care to survivors and deliver persons retrieved at sea to a place of safety. See MSC resolutions 153(78), at [www.imo.org/OurWork/Facilitation/IllegalMigrants/Documents/Resolution%20MSC.153\(78\)-MSC%2078.pdf](http://www.imo.org/OurWork/Facilitation/IllegalMigrants/Documents/Resolution%20MSC.153(78)-MSC%2078.pdf), and 155(78), at www.imo.org/OurWork/Facilitation/IllegalMigrants/Documents/Resolution%20MSC.155-%2078.pdf, which entered into force on 1 July 2006. See also the guidelines on the treatment of persons rescued at sea approved by the committee (Resolution MSC.167(78)), available from [www.imo.org/OurWork/Facilitation/IllegalMigrants/Documents/MSC.167\(78\).pdf](http://www.imo.org/OurWork/Facilitation/IllegalMigrants/Documents/MSC.167(78).pdf).

⁴ Currently the IMO database contains data for 2,157 incidents, involving a total of 103,958 migrants.

1. Migration and development activities since the 2006 High-level Dialogue

IMO did not participate in the first High-level Dialogue (HLD) on International Migration and Development held in 2006. Therefore, the contribution of IMO to the 2013 HLD consists of background information on the areas within its remit (which will be discussed at the HLD), in particular, on the problem of undocumented migrants rescued at sea.

Specific incidents

In the past few years, the problem of persons rescued at sea, many of whom turn out to be trafficked and undocumented migrants has continued unabated in the Mediterranean region, particularly in the summer months, from North Africa towards Italy, Malta and Spain. The situation has recently been brought into sharper focus by the crisis in some North African countries and is equally disconcerting in the Gulf of Aden, with refugees leaving Somalia and neighbouring countries in an effort to reach the Arabian Peninsula and, from there, move onwards to Europe.

Italy, Malta and Spain have rescued tens of thousands of persons in distress at sea. These three IMO Member States, and Malta in particular, along with others in the same region, have reported severe problems in the onshore processing of such large numbers of undocumented migrants under their relevant immigration policies. In response to the situation, the IMO Facilitation Committee, at its thirty-fifth session in January 2009, issued Circular FAL.3/Circ.194⁵ on Principles relating to administrative procedures for disembarking persons rescued at sea.

In March 2010 the IMO Secretary General promoted a regional memorandum of understanding in the Mediterranean Sea, to improve the coordination and cooperation among governments to ensure that shipmasters embarking persons in distress at sea are released from their obligations with minimum further delay and deviation from the ship's intended voyage. The primary responsibility to provide a place of safety, or to ensure that a place of safety is provided, falls on the government responsible for the concerned search and rescue region. This memorandum of understanding should be a pilot scheme, to be extended to other parts of the world experiencing the same or similar situations. The draft text contains the mandates of the SOLAS and SAR Conventions, the associated guidance already adopted by the Maritime Safety and IMO Facilitation Committees, as well as new aspects to promote the cooperation and exchange of information to promote and facilitate the disembarkation of persons rescued at sea.

On 12 October 2011 there was a regional meeting in Rome to consider a regional memorandum of understanding on concerted procedures relating to the disembarkation

⁵ The circular can be downloaded from www.imo.org/OurWork/Facilitation/Documents/FAL.3%20Circ.194.pdf.

of persons rescued at sea, attended by representatives from Algeria, Cyprus, France, Greece, Italy, Lebanon, Malta, Morocco, Spain, Turkey, the United Kingdom and the IMO Secretariat. The draft text of the MoU is still being discussed, as some contentious issues remain unresolved.

IMO coordination with other United Nations agencies

Since 2002 the IMO Secretariat has liaised closely with the Office of the UN High Commissioner for Refugees (UNHCR) in particular, as well as with other relevant UN entities, such as the Office of Legal Affairs – Division for Ocean Affairs and the Law of the Sea, the UN Office for Drug Control and Crime Prevention (ODCCP), the UN Office of the High Commissioner for Human Rights (UNOHCHR) and IOM, in incidents involving the rescue of persons at sea who turn out to be undocumented migrants. Since then, there have been three UN inter-agency meetings on persons rescued at sea, including, most recently, in December 2007.

The respective areas of competence of UNHCR, ODCCP, OHCHR and IOM are multidisciplinary, as they relate to asylum, transnational organized crime, the smuggling of migrants and trafficking in human beings, human rights and migrants in general, on a global scale. Such an inter-agency effort focusing on State responsibilities for non-rescue issues, such as immigration and asylum that are beyond the competence of IMO, is an essential complement to IMO efforts.

The IMO Secretariat has also participated in several conferences organized by UNHCR in order to explain:

- (a) the situation of commercial vessels involved in such incidents, which, while fulfilling their obligations under the SOLAS Convention, subsequently face difficulties in disembarking the persons they rescued;
- (b) the effect that this has on the integrity of the global maritime SAR system.

In 2006 UNHCR and IMO published and distributed a leaflet entitled “Rescue at sea: A guide to principles and practice as applied to migrants and refugees”⁶ as a quick guide for shipmasters on relevant legal provisions and practical procedures to ensure the prompt disembarkation of survivors of rescue operations, as well as measures to meet their specific needs, particularly in the case of refugees and asylum-seekers.

In 2011 the IMO Secretariat participated in an experts’ meeting organized by UNHCR in Djibouti on the development of a model framework for cooperation, following rescue-at-sea operations involving refugees and asylum-seekers. The general purpose of the

⁶ The leaflet can be downloaded from www.imo.org/OurWork/Facilitation/IllegalMigrants/Documents/Leaflet%20Rescue%20at%20sea.pdf.

meeting was to discuss a practical mechanism to enhance inter-State cooperation in distress at sea situations involving asylum-seekers and refugees, and specifically to:

- (a) identify challenges in responding to distress situations;
- (b) discuss concrete and practical mechanisms to improve responses based on inter-State cooperation and burden and responsibility-sharing;
- (c) discuss the development of a Model Framework for Cooperation to facilitate the conclusion of cooperative arrangements on rescue at sea;
- (d) develop a practical guide for shipmasters as regards the rescue and disembarkation of refugees and asylum-seekers.

2. Support provided to the Global Forum on Migration and Development

IMO is not a member of the GFMD, and has not worked with the GFMD until now. Nevertheless, IMO has cooperated closely with some GFMD members, such as UNCHR and IOM, as explained above. IMO is ready and keen to participate in the work ahead coordinated by the UN Population Fund, IOM and the GMG.

3. Identified good practices

The Organization considers the following to be good practices of value both to itself and to global efforts in rescue and safety at sea:

- (a) UN inter-agency coordination meetings on the specific problem of migrants rescued at sea;
- (b) the publication and distribution of the guidance leaflet entitled “Rescue at sea: A guide to principles and practice as applied to migrants and refugees.”

4. Challenges identified in carrying out IMO work

The number of undocumented migrants at sea is increasing. The boats in which these migrants travel are usually unsafe for carrying passengers on international voyages, and the number of accidents remains high. Appropriate coordination measures for the rescue and disembarkation of undocumented migrants rescued at sea are increasingly crucial.

According to the adopted “Guidelines on the Treatment of Persons Rescued at Sea,” the government in charge of the SAR region in which the survivors are recovered is responsible for providing a place of safety or ensuring that such a place is provided; however, it is not compulsory for governments to accept these undocumented migrants in their country. The UN is committed to ensuring that competent UN specialized agencies and programmes also work towards a common approach to addressing these issues in an efficient and consistent manner.

IMO is working to improve the coordination between Member States in search and rescue operations and to reduce the disembarkation time of undocumented migrants rescued at sea, in order to ensure the integrity of the maritime SAR system and enhance the safety of life at sea. The IMO Assembly’s Resolution A.920(22) on the Review of safety measures and procedures for the treatment of persons rescued at sea further noted the Secretary General’s initiative to involve competent UN specialized agencies and programmes in these issues, for the purpose of agreeing on a common approach to resolve them in an efficient and consistent manner.

5. Recommendations for the 2013 High-level Dialogue

Taking into account that the number of migrants rescued at sea continues to increase, it is very important to improve coordination between the countries affected, in order to guarantee the effective rescue of persons at sea and facilitate their disembarkation. IMO is working on the development of regional agreements on concerted procedures relating to the disembarkation of persons rescued at sea to that end. Work should continue to improve inter-State cooperation in distress-at-sea situations involving asylum-seekers and refugees.

CHAPTER

7

**International
Organization for
Migration**



International Organization for Migration (IOM)

International Organization for Migration

The International Organization for Migration (IOM)¹ is the leading global agency on migration, mandated by its Constitution to address the full spectrum of migration issues, ranging across humanitarian, labour mobility and development aspects. While not part of the UN system, the Organization acts in close partnership with the UN and the international community to: (a) meet the growing operational challenges of migration management; (b) advance understanding of migration issues; (c) encourage social and economic development through migration; and (d) uphold the human dignity and well-being of migrants. The primary goal of IOM is to facilitate the orderly and humane management of international migration and to maximize its benefits and minimize its negative effects. IOM promotes comprehensive migration approaches that empower migrants; protect their rights, safety and dignity; and ensure that migration is beneficial for sustainable development in home and host communities.

The Organization's activities broadly include direct assistance and protection to mobile populations in different circumstances, capacity development and training, awareness-raising, partnership-building, research, data collection and analysis, advice and support on migration policies and international migration law, and the provision of fora to promote dialogue, good practices and cooperation. As one of the founding members of the Geneva Migration Group (the precursor of the Global Migration Group [GMG]), IOM is committed to and has contributed substantially to inter-agency coordination. Given its global mandate on migration and wide geographic and thematic scope, the examples presented in this chapter constitute a selection of IOM activities rather than an exhaustive account of the Organization's work on migration.

1. Migration and development activities since the 2006 High-level Dialogue

Migration for the human development of individual migrants

Improving the human development outcomes of migration for migrants and their families requires placing migrants at the centre of the debate. Only when migrants' rights are protected and migrants are healthy and well-integrated can they support development in both countries of origin and destination.

¹ Established in 1951 for the specific purpose of resettling millions of displaced persons and those with no economic prospects in war-ravaged Europe after the Second World War, the Organization, after a succession of name changes, formally became the International Organization for Migration in 1989 (official website: www.iom.int). Today IOM has a global footprint, with 151 Member States, 12 Observer States and numerous observer international and non-governmental organizations. The Organization's broad mandate for migration is reflected in its Constitution (available at www.iom.int/cms/constitution) and reiterated in the 2007 Strategy (available at www.iom.int/cms/en/sites/iom/home/about-iom-1/mission.html). IOM implements close to 3,000 projects annually in more than 440 locations.

IOM strengthens the protection of the human rights of migrants and promotes effective respect for the international legal framework relevant for migration through, inter alia, training, technical assistance, support to regional and global human rights monitoring mechanisms, and research.² With IOM assistance, States have put in place laws on the protection of migrants and their families; broader laws that provide for benefits in education, health and other areas; laws to facilitate and manage labour migration at all skills levels; and anti-trafficking laws or the adaptation of existing ones to regional standards.

IOM aims to foster migrants' access to social protection and has recently facilitated bilateral agreements on social security and on the portability of social benefits. With respect to migrants' access to the right to health, and as a follow-up to the 2008 World Health Assembly Resolution on the health of migrants, IOM, together with WHO and the Government of Spain, convened the 2010 Global Consultation on Migrant Health. This consultation agreed on an operational framework to promote migrant health, with a focus on monitoring migrant health; policy and legal frameworks; migrant-sensitive health systems; and partnerships, networks and multi-country frameworks. Since 2010, this operational framework has been rolled out at the country and regional levels.

IOM has enhanced service provision to migrants by training health-care workers, equipping rural health centres and setting up child-care and psychosocial services accessible to migrants and their families as, for example, in the 2007–2008 Finca Sana project for Panamanian indigenous migrant workers in Costa Rica. To inform and support the sustainability of such activities, IOM assisted States in formulating migrant-sensitive national health policies.

IOM further promotes a rights-based approach to migration through engagement with migrants and host societies, including innovative national and local integration strategies, and by dispelling myths and misinformation about migrants and migration. For example, in France IOM helped develop a network of European city partners and a training module for migrant associations and local administrations, to engage migrants in local decision-making. The project was subsequently showcased as a good practice by the European Commission, and the training element is being replicated in other localities in France. In Ukraine, IOM and UNHCR co-chair the multi-partner Diversity Initiative started in 2007 to combat racism and xenophobia. In South Africa, the anti-xenophobia activities of IOM date back to 2007, when ONEMovement was initiated; this was followed by the "I Am a Migrant Too" campaign in 2012.

In 2009 IOM and UNHCR produced Not Just Numbers, an educational toolkit about migration and asylum in the European Union. In a number of European countries, IOM was involved in capacity-building initiatives to strengthen the role of migrant religious

² See the IOM International Migration Law series and key volumes, for example: IOM and TMC Asser Press, *International Migration Law: Developing Paradigms and Key Challenges* (Geneva, 2007); and IOM and Cambridge University Press, *Foundations of International Migration Law* (Geneva, 2012).

leaders in integration. At the global level, the Organization's flagship publication, *World Migration Report 2011: Communicating Effectively about Migration*, called for a fundamental shift in the public perception of migrants, in order to realize migrants' rights and unlock migration's development potential. IOM trained media professionals and journalism students to accurately report on migration issues, and equipped migrants with skills and media access to share their own stories. To facilitate dialogue on building intercultural respect, the UN Alliance of Civilizations (UNAOC) and IOM developed the virtual multi-stakeholder platform "Integration: Building Inclusive Societies." IOM and UNAOC are also partners in the annual Plural+ Youth Video Festival, a competition of videos on migration, diversity, integration and identity.

IOM further protects the rights and well-being of migrants by promoting informed migration and ensuring that migrants and potential migrants are aware of their rights, obligations and the conditions for entry, stay and employment in the host country. To this end, IOM has helped establish and institutionalize national and regional networks of State-run migrant resource centres to inform and support prospective and returning migrant workers and the diaspora.³ IOM has also assisted States in offering large-scale pre-departure training for their nationals migrating for work abroad, as well as pre-departure training and cultural orientation in support of resettlement to countries such as Australia, Canada, Norway, the United Kingdom and the United States of America.⁴ In addition, IOM has supported information campaigns for potential migrants on the risks of irregular migration and on legal migration options; web-based information portals to combat trafficking in persons; and campaigns to inform unaccompanied minors of their rights and available support services. Where States lack the capacity to provide consular services to their nationals abroad, IOM has provided information, documentation and other forms of consular assistance.

To help enhance the development outcomes of migration for individuals, IOM has supported the design of infrastructure and curricula for vocational training, focusing on skills in high demand in countries of destination, to increase the employability of vulnerable youth in foreign labour markets. In some countries, such support has included language training and pre-departure orientation, as well as a gender focus in skills training.⁵ For example, IOM recently carried out a project in southern Mexico to promote the education and validation of studies of foreign workers' children both in their communities of origin (usually Guatemala) and destination.

To minimize harmful forms and effects of migration and ensure the protection of the most vulnerable migrants, IOM provides direct assistance and protection, especially to

³ See, for example: IOM, *Migrant Resource Centres: An Initial Assessment*, Migration Research Series, No. 40 (Geneva, 2010); and IOM and Migration Policy Institute, "Strengthening pre-departure orientation programmes in Indonesia, Nepal and the Philippines," Issue in Brief No. 5 (Geneva, 2012).

⁴ In 2011 alone, 42,664 persons participated in IOM migrant training programmes.

⁵ See the recent IOM publication on this subject: IOM, *Crushed Hopes: Underemployment and Deskillling among Skilled Migrant Women* (Geneva, 2012).

victims of trafficking and other exploited migrants, unaccompanied migrant children,⁶ stranded migrants, migrants caught in crises and migrants in mixed migration flows. To respond to the protection challenges of mixed migration, IOM co-chairs Mixed Migration Task Forces at the national and regional levels, for example, in the Horn of Africa; and has supported, together with UNHCR, the establishment of an Emergency Transit Centre in Romania, to grant temporary stay to persons in need of international protection. IOM has trained social workers, public officials, shelter managers and NGOs in detecting trafficking, assisting trafficking victims and providing enhanced shelter.⁷ IOM has also strengthened guardianship institutions and systems to offer adequate standards of protection and assistance to unaccompanied minor asylum-seekers in Bulgaria, the Czech Republic, Hungary, Poland, Romania, Slovakia and Slovenia. IOM assisted in the development of regularization schemes to enable migrants in an irregular situation and in good standing with the law to obtain legal status. IOM also enhances the capacity of border management staff and infrastructure to help make migration safe for all.

As concerns humanitarian crises, IOM has supported States and vulnerable mobile populations through disaster risk reduction and resilience-building, emergency response, transition and recovery and resettlement activities.⁸ For example, the IOM Displacement Tracking Matrix, developed following the earthquake in Haiti in 2010 and implemented in numerous emergencies since, is a monitoring tool designed to track the movements of internally displaced persons (IDPs) and provide updated information on basic conditions in IDP sites and camp-like settlements. In addition, IOM developed its Migration Crisis Operational Framework, endorsed by IOM Member States in 2012,⁹ to enhance its response to crises with migration dimensions and better address the assistance and protection needs of crisis-affected populations, particularly international migrants caught in destination and/or transit countries. As a direct response to the 2011 crisis in Libya, 45 States requested assistance from IOM in evacuating hundreds of thousands of migrant workers to safety. IOM Member States also set up the Migration Emergency Funding Mechanism to enable the Organization to be the first responder to crises affecting international migrants.¹⁰

Migration for societal development

IOM assists States, civil society and the private sector in creating an environment conducive to improving the development impact of migration at the societal level. IOM supports safe and regular international and regional labour mobility, including

⁶ See: IOM, *Unaccompanied Children on the Move* (Geneva, 2011).

⁷ See, for example: IOM, *The IOM Handbook on Direct Assistance for Victims of Trafficking* (Geneva, 2011); and IOM, *Guidelines for Assisting Victims of Human Trafficking in the East Africa Region* (Geneva, 2011).

⁸ Over the last seven years, the annual operational expenditures of IOM in these areas have more than doubled (from USD 283.2 million to some USD 774.1 million in 2011).

⁹ See: IOM, "IOM Migration Crisis Operational Framework," council document MC/2355 (2012); and IOM, Council Resolution No.1243 on the IOM Migration Crisis Operational Framework (2012).

¹⁰ See: IOM, Council Resolution No. 1229 (2011); and IOM, *Migrants Caught in Crisis: The IOM Experience in Libya* (Geneva, 2012).

short-term temporary or circular movement, by assisting States in devising appropriate policies, facilitating the necessary cooperation between States and promoting international and regional legal standards in relation to labour migration.

IOM has conducted country studies in the Republic of Moldova, Pakistan and Tajikistan on family separation due to migration, which revealed not only the adverse effects of migration on families left behind, but also its potential to empower women as heads of households if adequate support mechanisms are in place. To mitigate the negative effects of family separation, IOM programmes have strengthened protection, livelihood support and affordable housing for low-income families separated by migration. For example, an IOM project in Guatemala helped families of migrants to access housing through the Guatemalan Housing Fund, supplemented with contributions from family members working abroad. In the Russian Federation, IOM helped equip specialized centres for Kyrgyz migrants with internet access, to enable communication with families back home.

IOM supports efforts to cut remittance transaction costs and increase the transparency and competitiveness of the money transfer sector, for example, by helping set up State-run websites for public and private institutions providing remittance services, as done in Italy. To encourage the productive use of remittances in Nicaragua, IOM has trained recipients in financial literacy and provided information on formal and safe transfer options and related services (for example, savings, microcredit and investment). In Tanzania and Uganda, IOM and the Universal Postal Union have engaged local post offices to improve access to formal transfer services in rural areas. A project in Cambodia studied the use and impact of remittances and developed proposals on utilizing remittances for economic or social activities, or as insurance mechanisms. IOM has also supported interregional dialogue and pilot projects to enhance the impact of remittances on community development along remittance corridors.

IOM supports States in designing coherent migration policies, builds capacities and creates tools and programmes to promote comprehensive migration management, in particular through mainstreaming migration in national development and other sectoral policies and plans, and putting in place institutional structures dedicated to migration and development. In countries like Albania, Austria, the Russian Federation, Senegal and Zimbabwe, IOM assisted in institutional reform and developing coherent migration management policies, frameworks and strategies, as well as policies to address migration as an integral issue. In Egypt, Georgia, Morocco, the Philippines, Sri Lanka and Tunisia, IOM helped build civil society capacity through the Joint EC–UN Migration and Development Initiative (JMDI). Where IOM has a field presence, it has worked to mainstream migration into the UN Development Assistance Frameworks, where relevant.

Training, workshops and policy dialogues organized by IOM, such as the Annual Inter-American Course on International Migration, which covers Latin America and the Caribbean, and the workshops of its International Dialogue on Migration (IDM), further contribute to the exchange of knowledge and good practices in policymaking on migration and development. The Organization also initiated the GMG publication *Mainstreaming Migration into Development Planning: A Handbook for Policymakers and Practitioners* (2010), as a practical guide for policymakers. The handbook is now being piloted in Bangladesh, Jamaica, Mali and the Republic of Moldova, with oversight by UNDP and IOM. As a result, Jamaica has already developed a national policy and plan of action on international migration and development.

IOM encourages States to include migration in broader sectoral planning, including in health, education, the labour market, environmental policy and disaster risk reduction, and account for migrants in the target populations for these policies. For example, IOM has helped States set up interministerial coordination frameworks on migration health to facilitate effective policy development, targeted research and programmatic responses. It has also helped devise migrant-sensitive health systems that are inclusive of gender-related provisions, as, for instance, in Portugal. To enhance the capacity of health-care providers to meet the needs of vulnerable migrants, IOM, in collaboration with the London School of Hygiene and Tropical Medicine, developed a handbook entitled *Caring for Trafficked Persons: Guidance for Health Providers* (2009) and an accompanying training package.

IOM has advised States on integrating migration into national employment policies and youth and employment plans to ensure that migrants are included as beneficiaries of active employment measures. In Kenya, IOM helped insert migration into draft national population policy; in the Philippines IOM facilitated multisectoral consultations to include migration in draft urban development plans.

IOM has, in recent years, placed great priority on the links between migration, the environment and climate change, and has pioneered operational responses, research, policy dialogue and capacity-building in this area.¹¹ Its 2009 publication *Migration, Environment and Climate Change: Assessing the Evidence* was one of the first to gather evidence on the complex linkages between environmental change and human mobility. Lessons learned from the Organization's operational experience are captured in a *Compendium of IOM's Activities in Migration, Climate Change and the Environment* (2009). IOM has supported disaster risk reduction (DRR) strategies that seek to prevent

¹¹ A summary of the perspective and work of IOM on this subject can be found in, for example: "Environment, climate change and migration: IOM's approach and activities," climate change info sheet (Geneva, 2011); *Expert Seminar: Migration and the Environment*, International Dialogue on Migration Series, No. 10 (Geneva, 2008); *Assessing the Evidence: Environment, Climate Change and Migration in Bangladesh* (Dhaka, 2010); *Climate Change, Environmental Degradation and Migration*, International Dialogue on Migration Series, No. 18 (Geneva, 2012); *Environmental Degradation, Migration, Internal Displacement, and Rural Vulnerabilities in Tajikistan* (Geneva, 2012); and *People on the Move in a Changing Climate: A Bibliography* (Geneva, 2012).

forced movements occurring as a result of natural disasters, and has promoted bridging DRR, climate change adaptation programmes and suitable development strategies.¹²

To enhance the developmental outcomes of migration, IOM has facilitated temporary and circular migration programmes and the conclusion of bilateral labour agreements for managing migration – for example, between Albania and a number of countries in the European Union – and built State capacity in implementing these.¹³ IOM also supported States in developing databases that facilitate skills matching between would-be migrant workers and employers abroad. IOM has implemented temporary and circular migration schemes between Portugal and Ukraine, Ecuador and Spain, Colombia and Spain, and Colombia and Canada, as well as schemes for less-skilled migrant workers in the agricultural and food processing sectors, for instance, between Guatemala and Canada. These have included incentives for circular migration, such as assisted return and reintegration into the local labour market through vocational training and support for income-generating activities upon return.

IOM has worked to harness the positive potential of well-managed labour migration in other contexts, for example, as part of a recovery and relocation approach in Colombia, where members of households in zones at high risk of natural disaster were offered temporary migration opportunities to gain skills and income, in preparation for eventual relocation. In the context of South–South migration, a co-development project between Costa Rica and Nicaragua (2007 to 2010) aimed to promote the social integration and labour market insertion of migrants and improve the psychosocial well-being of migrants and their families.

IOM has been a pioneer in the area of diaspora engagement for development, including diaspora mobilization for development and post-crisis reconstruction, the promotion of diaspora return and the entrepreneurial potential of transnational communities. Through its longstanding Temporary Return of Qualified Nationals (TRQN) programme, IOM has helped countries develop their human capital by placing diaspora experts on short- to medium-term assignments in public and private institutions critical to development and peacebuilding in their home countries. TRQN initiatives in recent years have also sought to enhance institutional capacities in post-conflict and fragile States. There have been two such programmes for qualified Sudanese nationals (in

¹² Migration and adaptation activities have been implemented via capacity-building projects in countries like Egypt, Mali, Mauritius and Senegal. For more on IOM and disaster risk reduction, see: IOM, “Disaster risk reduction, climate change adaptation and environmental migration: A policy perspective,” paper on disaster risk reduction and climate change adaptation (Geneva, 2010); and IOM, *Compendium of IOM Activities in Disaster Risk Reduction and Resilience* (Geneva, 2013).

¹³ IOM and the Organization for Security and Co-operation in Europe developed *Training Modules on Labour Migration Management: Trainer’s Manual* in 2010, which has been used to train State officials in Central America, West Africa, the Middle East, North Africa, the Gulf States, Eastern Europe and Central Asia. See also: IOM, *Políticas Públicas sobre Migración Laboral: Herramientas y buenas prácticas* (Coyoacán, 2010); IOM and the Arab Labour Organization, *Intra-regional Labour Mobility in the Arab World* (Cairo, 2010); IOM and the Central European Forum for Migration and Population Research, *Labour Migration Patterns, Policies and Migration Propensity in the Western Balkans* (Budapest, 2010).

2008–2012 and 2006–2009) and similar programmes for Afghanistan, the Democratic Republic of the Congo, Iraq, Sierra Leone and Somalia.

One of the flagship programmes of IOM, Migration for Development in Africa (MIDA), has supported development via transnational partnerships between diasporas and public or private institutions in countries of origin in Western, Central and Eastern Africa since 2001.¹⁴ Four ongoing MIDA projects for Somalia to date have placed over 100 diaspora experts in various positions across different institutions, and MIDA projects in Ethiopia, Ghana and Rwanda have facilitated the transfer of the knowledge of medical professionals from the diaspora. TRQN/MIDA programmes are now implemented in a total of 40 countries worldwide.

In numerous countries, IOM has mapped diasporas and registered the skills and business plans of interested members. The Organization has also supported diaspora associations and individuals technically and financially in business development, in setting up development projects in their home countries, and by facilitating cooperation with institutions in countries of origin or with NGOs and private sector actors in host countries. Recent programmes have included an inventory of institutional capacities and practices with respect to emigrant communities from Algeria, Egypt, Morocco and Tunisia (2009–2010). Through technical cooperation, IOM has supported the development of diaspora policies and institutional frameworks (such as diaspora ministerial units or interministerial committees). Some of the lessons learned and good practices are captured in *Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries* (2012), co-produced by IOM and the Migration Policy Institute, based on a survey participated in by 62 governments and interviews with State and non-State actors.¹⁵

At the global level, the Organization's 2013 International Dialogue on Migration is a Diaspora Ministerial Conference and the first such global conference to bring together the concerned ministry representatives to exchange good practices in engaging the diaspora as development partners.

¹⁴ See: IOM, *The MIDA Experience and Beyond* (Geneva, 2009), which offers good practices and lessons learned from ten years of IOM support to States in leveraging the development potential of diasporas. For a country-specific analysis, see: IOM, *Migration for Development in the Horn of Africa: Health expertise from the Somali diaspora in Finland* (Helsinki, 2009).

¹⁵ For other relevant studies on the subject, see, for example: IOM, *Engaging Diasporas as Development Partners for Home and Destination Countries: Challenges for Policymakers*, IOM Migration Research Series, No. 26 (Geneva, 2006); IOM, *Living Across Worlds: Diaspora, Development and Transnational Engagement* (Geneva, 2007); *Diaspora Dialogues* (Geneva, 2007); IOM, *Enhancing the Role of Return Migration in Fostering Development*, International Dialogue on Migration Series, No. 15 (Geneva, 2010); IOM and Migration Policy Institute, *Engaging the Asian Diaspora*, Issue in Brief No. 7 (2012); IOM and League of Arab States, *A study on the Dynamics of Arab Expatriate Communities: Promoting Positive Contributions to Socioeconomic Development and Political Transitions in their Homelands* (Cairo, 2012).

Migration as a choice, not a necessity

Strengthening the economic and social development of areas of origin of migration is critical to making international migration a choice and not a desperate obligation. IOM has worked to reduce migration pressures in regions with high unemployment rates through professional training of youth and women, as well as job creation. A project in Tunisia (2009–2013), for instance, targets disadvantaged youth from rural areas through measures to improve productivity and conditions of work, and to upgrade informal enterprises, with the aim to minimize recourse to irregular migration. Likewise in Tunisia (2007–2012), IOM collaborated with public and private banks to increase access to microfinancing for enterprise development in areas of high migration pressure. IOM has also helped improve livelihoods in areas of low socioeconomic development, disaster risk and conflict. For example, a three-year project (2009–2012) in Colombia has benefited coffee grower families affected by violence through income generation and strengthened commercial and productive capabilities.

To make it viable for victims of violence to remain in or, if displaced, return to their place of residence, IOM has provided technical assistance in the area of housing, land and property rights, as well as in developing legal frameworks and national reparation policies (for example, in Nepal) and in implementing collective reparations programmes (for example, in Sierra Leone). IOM also trained and advised civil servants in the review of compensation claims and the restoration and reinstatement of property rights and documents of IDPs.¹⁶

Finally, many countries of origin have inadequate capacity to facilitate the economic reinsertion of their returning migrants, compelling many of them to re-migrate. IOM has therefore continued its assisted voluntary return and reintegration programme, which, since 1979, has benefited more than 1.2 million migrants in returning voluntarily and in a dignified manner to over 160 countries.

¹⁶ See, for example these recent IOM publications on post-conflict contexts: IOM, *Property Restitution and Compensation: Practices and Experiences of Claims Programmes* (Geneva, 2008); IOM and USAID, *A Comparative Study on Large-scale Administrative Reparations Programmes: The Cases of Colombia, Argentina, Chile, Iraq, Turkey and Germany* (in Spanish) (Geneva, 2010); and IOM, *Ending the 2006 Internal Displacement Crisis in Timor-Leste: Between Humanitarian Aid and Transitional Justice*, IOM Migration Research Series, No.44 (Geneva, 2012).

Data and research

Since 2006 IOM has continued to promote data and research on migration, including through its own series of publications¹⁷ on an increasing range of topics. In addition to numerous regional and country-level studies on diasporas¹⁸ and remittances,¹⁹ the following examples relate specifically to the migration–development nexus.

- (a) The Organization’s flagship publication, the *World Migration Report*, has devoted numerous editions to migration and development in all its facets, most notably *Managing Labour Mobility in the Evolving Global Economy* (2008) and *The Future of Migration: Building Capacities for Change* (2010). The *2013 World Migration Report: Migrant’s Well-being and Development* is based on empirical data pertaining to 25,000 migrants from 150 countries surveyed by Gallup. The report analyses development in terms of “human well-being” indicators and considers migration and development in terms of South–North, South–South, North–South and North–North migration.
- (b) Having produced the Migration Profiles series for a number of years,²⁰ IOM now supports Extended Migration Profiles. Carried out in consultation with governments and a broad range of stakeholders, including civil society, Extended Migration Profile exercises expand the range of themes covered in the reports (for example, to the social and human development aspects of migration and/or by including a migration impact analysis) and help implement complementary capacity-building activities. In 2012 alone, Migration Profiles were completed for Benin, Jamaica, the Republic of Korea and Serbia: in all, IOM has supported the development of more than 50 national Migration Profiles. New Migration Profile processes were launched in regions not covered previously, such as in South-central Asia (specifically, in Afghanistan) and Eastern Africa (Madagascar and Mauritius). IOM has also produced *Migration Profiles: Making the Most of the Process* (2011), a guidance tool on how governments and implementing partners can develop and conduct a Migration Profile exercise.

¹⁷ All publications are available on the IOM Online Bookstore: <http://publications.iom.int/bookstore>.

¹⁸ See: IOM, *The MIDA Experience and Beyond* (Geneva, 2009), which offers good practices and lessons learned from ten years of IOM support to States in leveraging the development potential of diasporas. For a country-specific analysis, see: IOM, *Migration for Development in the Horn of Africa: Health Expertise from the Somali Diaspora in Finland* (Helsinki, 2009).

¹⁹ See, for example: IOM, *Economic and Social Impacts of Remittances on Households: The Case of Pakistani Migrants Working in Saudi Arabia* (Geneva, 2009); *Angola: A Study of the Impact of Remittances from Portugal and South Africa*, IOM Migration Research Series, No. 39 (Geneva, 2010); IOM, *Bangladesh Household Remittance Survey 2010*, the first such nationwide survey in the country (Dhaka, 2010); *Harnessing the Development Potential of Remittances: The Italy–Philippines Migration and Remittance Corridor* (2010); and IOM, *Labour migration from Colombo Process Countries: Good practices, challenges and ways forward*, report (2011).

²⁰ Migration Profiles are an initiative proposed by the European Commission in its 2005 Communication on Migration and Development, and taken forward by the European Commission, IOM and the International Centre for Migration Policy Development. They were conceived as a tool to provide concise information in a standardized form and have evolved into a country-led process involving dialogue and consultation with a wide range of migration actors, thereby contributing to greater policy coherence and evidence-based policymaking. Migration Profiles help identify data gaps and to develop strategies to collect better data on migration.

- (c) In the last few years, IOM has established and supported various regional and cross-regional research and capacity-building centres. The African, Caribbean and Pacific (ACP) Observatory on Migration, established in 2010 and serviced by IOM in a consortium with 15 academic partners and three associates, has established a network of research centres and government departments in six regions of the ACP area to produce and collect data on South–South migration and build relevant capacities in ACP countries. The Observatory has produced a migration research guide for ACP countries, indicators of the impact of migration on development, as well as 12 national and six regional overviews on migration and development. The IOM Independent Network of Labour Migration and Integration Experts, created in 2009, provides the European Commission’s Directorate General for Employment, Social Affairs and Inclusion with expert analysis and advice on economic migration and the labour market integration of migrants from countries outside the European Union. The IOM Migration Research and Training Centre in Korea (2009) works to enhance the capacity of States in the region to apply international migration law and develop migration policies. Similarly, the IOM-established African Capacity Building Centre in Tanzania (2009) enhances the capacity of African States by providing training to officials on a range of migration issues.
- (d) In recent years, research has also focused on the impacts of the global economic crisis on migrants and migration, with key IOM publications such as *The Global Economic Crisis and Migration – Where Do We Go from Here?* (2011) and Migration Research Series No.37: *The Impact of the Global Financial Crises on International Migration: Lessons Learned* (2009).

Support to multi-stakeholder cooperation and dialogue processes

IOM has worked consistently to promote, support and facilitate global and regional debate and policy dialogue on migration, and to strengthen inter-agency cooperation.

The International Dialogue on Migration (IDM) is the Organization’s principal forum for migration policy dialogue. Founded in 2001 and rooted in the IOM Constitution and Strategy, the IDM is open to IOM Member and Observer States, as well as international and non-governmental actors and provides a space to analyse current and emerging issues in migration governance and to exchange experiences, policy approaches and effective practices. Several IDM events in recent years have dealt with the migration–development nexus, examples of which are the Free Movement of Persons in Regional Integration Processes (2007), Making Global Labour Mobility a Catalyst for Development (2007), Enhancing the Role of Return Migration in Fostering Development (2008) and Economic Cycles, Demographic Change and Migration (2011).

At the regional level, IOM has continued its long-standing support to regional consultative processes on migration (RCPs), both individually and collectively.²¹ IOM organized, in cooperation with respective host governments, three global meetings of RCP chairs and secretariats, in 2009 (Thailand), 2011 (Botswana) and 2013 (Peru). The Organization also supports Central African and Caribbean countries aiming to establish RCPs in their respective regions and works with various regional economic communities and interregional forums with a migration focus to improve coherence in migration management at the regional and interregional levels. For example, IOM helped inform the Common Approach on Migration of the Economic Community of West African States, which addresses the link between migration and development and includes six associated action plans. In the Andean region, IOM has supported the production of specific guidelines on intraregional labour migration.

IOM actively participates in all aspects of the work of the GMG, at the working level, through contributions to workshops and symposia, and through high-level participation at GMG Principals' Meetings (the IOM Director General is the only principal who has attended every meeting of the GMG principals). During the IOM chairmanship of the GMG in the first half of 2007, initiatives included improvements of the Group's working methods and a briefing in New York by the GMG for UN Member States. IOM has since sought to facilitate interaction between the GMG and UN Member States by organizing GMG panels at IOM Council Sessions in 2008, 2009 and 2010. IOM takes up the GMG chairmanship again during the second half of 2013. IOM co-chairs the GMG working group on mainstreaming migration into national development strategies with UNDP, as well as the working group on data and research, with UN DESA. In addition, the Organization will co-lead the newly founded GMG task forces on capacity development and on migration and decent work with the United Nations Institute for Training and Research (UNITAR) and ILO, respectively.

IOM seconded two migration experts to UNDP to work on its Human Development Report 2009 and on JMDI. In collaboration with UNITAR and UNFPA, IOM convenes the Migration and Development Seminar Series in New York on a wide range of topics. In 2011 IOM supported the fourth UN Conference on the Least Developed Countries in integrating migration, development and remittances into the Programme of Action. In 2012 IOM contributed to the Rio+20 UN Conference on Sustainable Development and subsequently became a member of the UN System Task Team on the Post-2015 Development Agenda. From 2012 to 2013, IOM, in collaboration with UN DESA and UNFPA, has been helping prepare New York-based delegations for their participation in the second High-level Dialogue on International Migration and Development (HLD) through five round tables on topics that will be discussed at the HLD.

²¹ IOM is involved in the work of RCPs in different ways, including as a secretariat, through a dedicated web space for governments, secretariats and partners to exchange and disseminate information, and by supporting global meetings of the chairs and secretariats of RCPs.

In addition to convening these more development-focused processes, IOM is actively involved in numerous other processes and bodies, such as the Inter-agency Standing Committee (IASC) on humanitarian response (in which IOM co-leads the Camp Coordination and Camp Management Cluster and participates in several other clusters) or the climate change negotiations in the context of the UN Framework Convention on Climate Change (UNFCCC). In 2009, for example, IOM initiated a joint letter by the heads of IASC agencies to the UNFCCC calling attention to the humanitarian consequences of climate change, including migration and displacement consequences. At the field level, IOM now takes part in UN Country Teams in countries where the Organization is present and for which migration is of importance.

2. Support provided to the Global Forum on Migration and Development

IOM has supported the State-led GFMD from its beginning through: (a) the secondment of a senior migration expert (2007–2012); (b) substantive inputs into national and regional thematic events and annual summit meetings; (c) preparing round table background papers, identifying experts and case studies and presenting at the meetings; and (d) hosting the GFMD Support Unit since 2009.

Specific examples of IOM expert input to the GFMD and follow-up on recommendations include: (a) co-producing, with ILO and the Organisation for Security and Co-operation in Europe, the *Compendium of Good Practice Elements in Temporary Bilateral Labour Arrangements* (2008), sponsored by the Governments of Morocco and Spain; (b) substantial input to the joint European Commission–Mauritius “Workshop on Creating Development Benefits through Circular Migration” (2008); (c) facilitating exchange among RCPs through the above-mentioned global meetings of RCP chairs and secretariats; (d) commissioning an assessment of RCPs in 2010;²² and (e) a comparative review and analysis of IOM migrant resource centres (2010).

In support of the GFMD ad hoc Working Group on Policy Coherence, Data and Research, IOM prepared an information note for its Migration Profiles series, in advance of the 2010 Puerto Vallarta discussions. Also in support of the 2010 GFMD, IOM and Mexico’s National Institute of Migration collated good practices and successful partnerships in *Mexico: Public Policies Benefiting Migrants*. In addition, IOM has contributed to the GFMD Platform for Partnership since 2010, for example, by making available the Migration Profiles Repository, in partnership with the GFMD, in 2011. IOM contributed to 9 out of the 14 GFMD 2011 thematic meetings, including as co-organizer of a workshop entitled “Managing International Migration for Development: Policymaking, Assessment and Evaluation,” together with the World Bank. In Mauritius in 2012, the

²² See: IOM, *An Assessment of Principal Regional Consultative Processes on Migration*, IOM Migration Research Series No.38 (Geneva, 2011).

IOM Director General opened the “Common Space” between governments and civil society, during which IOM acted as rapporteur for a number of round tables.

In 2012 IOM dedicated the first volume of the new IOM–Springer series, *Global Migration Issues*, entitled *Global Perspectives on Migration and Development: GFMD Puerto Vallarta and Beyond*, to the GFMD. This first-ever book on the GFMD examines the relationship between migration and development and explores fresh strategies proposed by the GFMD in its fourth year of operations in Mexico.

3. Identified good practices

IOM works with governments to promote a “high road” scenario for migration governance, one in which facilitating, not restricting, migration is the priority; which sees migration as a process to be managed rather than a problem to be solved; and which strives to expand options for people to realize their human development aspirations and potential through mobility. A high-road scenario aims to offer governments a range of options to meet short-, medium- and long-term national interests within the framework of the rule of law, through evidence-based migration policy and in a spirit of multilateral cooperation. While not an exhaustive account of good practices, the following are some key ingredients for a high-road scenario:

- (a) *Migration for the human development of individual migrants.* This consists of rights-based and gender-sensitive approaches inclusive of economic and social rights, as well as labour rights consistent with relevant international standards and pursuant to the due process of law; migrant access to social protection and services; migrant-sensitive health and education policies; effective regulation of the recruitment industry, including lowering the cost burden on migrants; decriminalization of irregular migrants; pathways to obtain legal status; options for return in dignity where stay in the host country is not possible or permitted; access to justice and alternatives to migrant detention.
- (b) *Migration for societal development.* This involves mainstreaming migration into national development strategies and other sectoral policies at the national and subnational levels; lowering the cost of remittance transfers and increasing the access of recipients to financial services; effective systems for the recognition of foreign qualifications; engagement of diaspora and transnational communities to enhance their contribution as development partners; bilateral and regional agreements on labour and other forms of mobility at all skill levels; portability of social benefits; engagement with migrants, host communities and civil society to facilitate integration; and greater protection and support for families separated by migration, especially children remaining in countries of origin.

- (c) *Dialogue, cooperation and policy coherence.* These include coherent migration management frameworks, laws and policies that maximize synergies and minimize contradictions between different policy sectors; interministerial coordination frameworks; effective regional, interregional, global and inter-agency cooperation frameworks; properly trained and resourced migration management personnel; “migration lifecycle” approaches encompassing the pre-departure stage, transit, stay in country of destination and possible return and reintegration.

Over the course of its 60 years of experience, IOM has built the capacities of policymakers and practitioners, and has gathered, developed and disseminated good practices pertaining to various aspects of migration, which it implements through its projects and makes available through the following tools and means:

- tools and handbooks in a variety of areas of migration management;²³
- training, technical assistance and capacity-building for policymakers and practitioners, particularly in international migration law, labour migration management, counter-trafficking and border management;
- Migration Profiles and associated tools, research guides and impact studies to improve ways to obtain, manage and utilize available data and information on migration;
- the International Dialogue on Migration, which synthesizes lessons learned, policy options and good practices from around the world;²⁴
- the Migration Crisis Operational Framework, as an operational and analytical tool to address the migration dimensions of humanitarian crises;
- support at the national and regional levels in developing or revising migration laws and policies, upon request by governments and institutions, consistent with international standards and good practice.

²³ See, for example: IOM, *Compendium of International Migration Law Instruments* (the Hague, 2007); and various abovementioned handbooks, such as: IOM, *The IOM Handbook on Direct Assistance for Victims of Trafficking* (Geneva, 2007); *Caring for Trafficked Persons: Guidance for Health Providers* (Geneva, 2009); *Guidelines for Assisting Victims of Human Trafficking in the East Africa Region* (Geneva, 2011); *Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries* (Geneva, 2012); *Compendium of Good Practice Elements in Temporary Bilateral Labour Arrangements* (Geneva, 2008); *Mainstreaming Migration into Development Planning: GMG A Handbook for Policy-makers and Practitioners* (Geneva, 2010).

²⁴ Published in the International Dialogue on Migration “Red Book” series.

4. Challenges identified in carrying out IOM work

The traditional reluctance of States to engage multilaterally on migration has long been a challenge to the work of IOM and others in the field, but this has changed noticeably in recent years. The fact that IOM membership has more than doubled in the last decade, the dynamic engagement of Member States in IOM policy dialogues and the growth of the GFMD as a relevant global process since 2007 are testimony to this trend. Nevertheless, important challenges concerning the governance and discourse on migration at the national and international levels remain and continue to impact on the work of IOM.

- (a) *Data and evidence.* A lack of adequate data and evidence, especially on the migration–development nexus, remains a chronic obstacle to coherent approaches in many countries. Issues include scattered migration data sources, restricted release of statistical data, poor comparability of data, low capacity to analyse such data, and the lack of rigorous evaluations and assessments of, and follow-up on, the impact of migration on various sectors of development. The lack of data on migrant contributions to societies and economies also hampers arguments in favour of migration and efforts to counter negative perceptions of migration and its effects.
- (b) *Political will and societal acceptance of migration.* Political sensitivities, combined with disconcerting levels of public resentment against migrants and migration, have led to knee-jerk and short-term policies, exacerbated by the strains of the global economic downturn. On the one hand, legitimate social concerns have remained unaddressed, while on the other hand there is a persistent lack of public awareness of the potential benefits of migration for countries of origin and destination. Overall, the growth and diversification of migration patterns have meant that an increasing number of countries are affected by migration. Countries, which in the past defined themselves as countries of destination, may now also be countries of origin, and vice versa, challenging policy and social discourse to keep up with these changes.
- (c) *Comprehensive approaches.* Reducing migration to any single dimension – for example, economy, culture or security – risks giving rise to narrow approaches and unsatisfactory outcomes both for migrants and societies. Insufficient labour market analysis and a disconnect between migration policy and overseas development objectives produces incoherent policies in countries of destination, thus leading to failure in the realization of migration’s potential to contribute to strong domestic labour markets and development objectives abroad. Conversely, there is still a tendency on the part of some countries of origin to view their communities abroad with suspicion, instead of recognizing and facilitating their contributions.

- (d) *Policy capacity.* Policy coherence and truly multisectoral approaches – at the global, national and local levels – to mainstreaming migration, both into development policies and other relevant policy sectors, remain scant. Coherent policymaking is further limited by the absence of a dedicated national authority or interministerial mechanism to coordinate migration management. Tensions among ministries, resource limitations and a high turnover of senior-level officials can complicate efforts to strengthen capacity and coherence. Capacities to implement international standards in national law and practice also remain low. Across borders, a reluctance to coordinate policies between countries perpetuates the mismatch between labour demand and supply that is at the core of many challenges in the area of migration management.
- (e) *Inclusion and cooperation.* Due to the number of actors with stakes in migration, and of the thematic areas involved, conversations have often remained segmented and not sufficiently inclusive of all relevant governmental and non-governmental partners. There is also inadequate dialogue with migrants themselves, as well as broader civil society and the private sector, which need to be brought more firmly into the discussion. At the inter-agency level, the GMG should be strengthened to enable more coordinated support to these efforts.

5. Key gaps in the global migration and development sphere

Despite progress in dialogue and cooperation at the global level, a balanced appreciation of the interactions between migration and the social, economic and environmental dimensions of sustainable development have not been fully realized in either policy or practice. Above all, channels for legal migration remain inadequate and inaccessible, especially at lower skill levels. This mismatch between labour demand and supply gives rise to abusive forms and conditions of migration, including trafficking and smuggling, and reduces the positive potential of migration for development. Linked to this is the fact that migration policies generally do not adequately protect the human rights of all migrants to safe and dignified migration, nor do they allow individuals to realize their human development potential and aspirations through mobility. Specific gaps in seeking to enhance the benefits of migration for development are described below.

- (a) Migration remains inadequately reflected in development frameworks and broader sectoral policies at both the national and local levels and in global development agendas, including the Millennium Development Goals (MDGs). Given the relevance of migration for sustainable development in economic, social and environmental terms, coherent policy frameworks must consider how migration could be a help or a hindrance in achieving sustainable developmental goals. For instance, migration is insufficiently addressed in health policies, yet being healthy is a pre-condition for migrants to be able to contribute to sustainable development – for themselves, their children and families, and the wider communities in both origin and destination countries.

- (b) While there is a growing awareness of how migration affects development, there may be merit in re-focusing the debate on how development, including achieving the MDGs, may in turn impact migration.
- (c) There is a lack of understanding of how migration affects sustainable development in developing countries. Given the significance of South–South migration, there needs to be greater focus on data and capacities in destination countries in the global South, as well as on the impacts of intraregional labour mobility on regional economic development.
- (d) Public perceptions of migrants and migration have not kept pace with the reality of human mobility and remain dangerously negative. Resulting xenophobia and discrimination threaten social cohesion and the overall rights and well-being of migrants.
- (e) The impacts of humanitarian crises on migrants and migration are emerging as an important concern and can have implications for development, for example, the loss of employment and income for migrants and their families; the sudden departure of an important labour force from destination countries; and the serious reintegration challenges for countries of origin.
- (f) The relationship between human mobility and climate change and environmental factors has not been sufficiently factored into policies that aim to bridge disaster preparedness, climate change adaptation and sustainable development.

6. Recommendations for the 2013 High-level Dialogue

IOM views the 2013 HLD as an important opportunity to improve the governance of migration, in particular the migration–development nexus, at the local, national, regional and global levels, while keeping the rights and well-being of migrants at the centre of the debate.

- (a) *Improve public perceptions of migrants.* Call for a fundamental shift in the public perception of migration towards a process to be managed, not a problem to be solved. Specifically, there should be a move away from the narrow and inadequate view of the phenomenon as an escape from poverty that negatively impacts on host communities, towards an acknowledgement of the important role that migrants can and do play as partners in the development of host and origin countries.
 - (i) Address misperceptions of migration through factual information on current demographic and other relevant trends and the overwhelmingly positive contribution of migrants historically.
 - (ii) Engage both migrants and the host society, not least to avoid discrimination, xenophobia and violence against migrants.

- (iii) States, the media, the private sector, civil society and migrants, which all have an important role to play in generating accurate and constructive discourse and reporting on migration.
 - (iv) Redouble efforts on migrant integration – involving governmental and non-governmental actors, especially host communities, in the process – which should be tailored to the local context and profile of migrants.
 - (v) Engage diaspora groups and transnational communities in creating links between countries and contributing to the development of their home countries.
- (b) *Factor migration into development planning.* Encourage mainstreaming of migration into development and broader sectoral planning at the local, national and global levels, and in both developing and developed countries. Specifically, recognize that migration today is relevant to all three pillars of sustainable development – economic, social and environmental – and that it needs to be appropriately factored into the post-2015 UN development agenda, setting clear targets.
- (i) Embark on a process of mainstreaming migration into development planning that has full national ownership and which is made public and visible.
 - (ii) Establish or enhance the capacity of designated national institutions or interministerial coordination committees to manage the migration–development nexus.
 - (iii) Encourage a multi-stakeholder approach that is inclusive of all relevant ministries and government agencies, as well as civil society, academia and diaspora organizations.
 - (iv) Consider crucial sectoral topics in the mainstreaming process, especially issues in the areas of financing for development, labour market policy, migrant health and human rights protection.
 - (v) Consider demographic trends in migration and development policies, in particular opportunities and challenges surrounding youth unemployment and youth migration, and the consequences of demographic ageing for migration policies.
 - (vi) Bilateral cooperation, especially through dialogue between countries of origin and destination, that is, at regional level, can significantly boost mainstreaming processes.
- (c) *Protect the human rights of all migrants.* Ensure respect for and protection of the human rights of all migrants. Specifically, promote a more rights-based approach to migration that ensures migrants’ access to their social and economic rights, taking into account differentiated vulnerabilities based on gender, age, health, legal status and other factors.
- (i) Encourage the development and effective implementation of national laws to protect the rights of all migrants, including by ensuring equitable pay and

- conditions of work, as well as non-discriminatory access to due process of law and relevant health and other social services.
- (ii) Promote the development of more bilateral and regional agreements to facilitate the portability of social security and other relevant benefits.
 - (iii) Urge States to promote migrant-sensitive health policies that ensure equitable access to health and disease prevention for migrants, subject to national laws and practice and without discrimination.
 - (iv) Provide greater protection and support for families separated by migration.
 - (v) Call on States to consider regularizing the status of long-standing irregular migrants in good standing with the law, to improve their protection and contribution to the tax base.
- (d) *Manage migration in crisis situations.* Draw attention to the implications of humanitarian crises for migration and migrant populations, including in terms of protection and development. Specifically, consider the role of human mobility in disaster risk reduction strategies, disaster preparedness, national climate change adaptation programmes and sustainable urban planning.
- (i) Recognize the important role that temporary and circular migration can play in facilitating post-crisis recovery and adaptation to climate change and environmental degradation.
 - (ii) Incorporate disaster preparedness and resilience measures in development plans, to reduce the risk of forced migration and its adverse impact on development, involving migrants in the planning process.
 - (iii) Put in place measures to protect and more effectively assist vulnerable migrants stranded in crisis situations in host countries, as well as migrants in mixed migration flows. Both origin and destination countries have responsibilities in this regard. States should also consider the longer-term effects on development of crisis situations affecting migrants.
 - (iv) Ensure greater synergies between transitional justice, the resolution of land and property disputes, and access to reparations on the one hand, and the pursuit of durable solutions to internal and international displacement on the other.
- (e) *Enhance evidence-building and knowledge-based policymaking on migration.* Raise the quality of research and data collection on migration. Specifically, invest in more systematic evaluation and impact assessments of migration policies and migration and development initiatives.
- (i) Develop comparable indicators and generate data on migration and on the migration–development nexus. Enhance State capacity to capture data, by, inter alia, integrating migration indicators in routine population censuses and other surveys, and analyse such data.
 - (ii) Promote more research on the contributions of migrants, including refugees, to development; the nexus between climate change, the environment and

- labour mobility; migration and health; and the implications of migration crises on development.
- (iii) Invest in building migration research and data capacities in developing countries, and develop research networks and observatories to promote the sharing of good practices.
 - (iv) Encourage all countries to prepare migration profiles on a regular basis to promote greater policy coherence and evidenced-based policymaking.
 - (v) Facilitate action at the global and regional levels to fund and develop more systematic evaluations and assessments of the impact of migration and development initiatives.
- (f) *Promote policy coherence and institutional development.* Improve policymaking processes at the national, regional and international levels through the effective participation of a range of partners.
- (i) Taking account of global statistics on migration, greater attention should be directed to specific challenges and opportunities presented by South–South migration. Whereas some developing States have acquired the capability to implement migration and development policies, others struggle to translate migration and development theory into practice.
 - (ii) Encourage States to ensure adequate channels for legal migration and, where labour needs are temporary, to design temporary and circular labour migration programmes for less skilled workers, thereby harmonizing migration policy, labour market needs and development assistance priorities.
 - (iii) Encourage regional economic communities and regional consultative processes on migration to devote greater attention to migration and development policy.
 - (iv) Reaffirm the positive impact of the State-led GFMD in promoting dialogue and cooperation between countries across the migration spectrum.
 - (v) Urge States to ensure continued funding for migration and development initiatives, particularly in light of the global economic recession.

CHAPTER

8

**NGO Committee on
Migration**



NGO Committee on
MIGRATION

NGO Committee on Migration

The NGO Committee on Migration¹ is an outcome of the 2006 UN High-level Dialogue (HLD) on International Migration and Development, and was formed and accredited as a result of its contributions to this first HLD. From the start, its mission has been to advocate for the protection and enhancement of the human rights of migrants and their families worldwide, in accordance with the UN Charter. To this end, the Committee has engaged in partnerships with UN entities and agencies whose mandates include migration and development; supported all meetings of the Global Forum on Migration and Development (GFMD) since 2007; identified good practices, challenges, and global gaps in carrying out this work; and made recommendations in preparation for the 2013 HLD.

The Committee advocates for the protection of the human rights of migrants in countries of origin, transit and destination via such measures as the formulation and implementation of national, regional and international legal instruments; policies of social integration, especially those that seek to preserve and re-establish family unity; and effective protection regimes for migrants, particularly the most vulnerable, such as women, children, third-country migrants and mixed populations, regardless of their legal status. Procedurally, the Committee's activities have focused on gaining a place at the table with the other major stakeholders in these endeavours. It has sought to collaborate and partner with States, UN entities and agencies and NGO networks across the globe to provide momentum in reaching its advocacy goals on behalf of all migrants.

1. Migration and development activities since the 2006 High-level Dialogue

The Committee's recent collaboration with UN entities has included:

- (a) Delivery of a presentation on civil society perspectives on migration issues at the General Assembly Informal Thematic Debate on Migration and Development on 19 May 2011, at the invitation of the Office of the President of the UN General Assembly. Expressing concern about the overemphasis on the economic contributions of migrants, the Committee maintained that more focus should be devoted to tackling the root causes of migration, such as human rights violations, imbalanced trade policies, deleterious agricultural subsidies and environmental degradation.

¹ The Committee was created in 2006 as a member of the Conference of Non-governmental Organizations, in consultative relationship with the UN Economic and Social Council, and today represents over 40 organizations. The official website of the Committee is at www.ngo-migration.org.

- (b) Participation in the tenth Coordination Meeting on International Migration (2012), organized by the Population Division of the UN Department of Social and Economic Affairs (UN DESA), during which the Committee presented its research report on several successful modalities for the productive inclusion of civil society in major UN meetings, including the 2013 HLD, as, for example, the current mode of civil society participation in “Financing for Development” events. The Committee also submitted an invited paper, “Activities on behalf of migrants and their families: GFMD 2011, GFMD 2012, HLD 2013,” which also advocates for new initiatives in international migration, such as the ACP (African Caribbean and Pacific) Observatory on Migration; and “Project Destination Unknown, an international campaign to protect children on the move led by Terre des Hommes International Federation.”²
- (c) Participation in a meeting with NGOs called by the UN Economic and Social Council (ECOSOC), in preparation for the recent 2012 Annual Ministerial Review, to learn about NGO concerns. At the meeting, the Committee voiced its concerns about the impact of circular migration on migrants’ ability to change jobs and on their family fragmentation.
- (d) Participation in a teleconference meeting of EU experts between New York, Brussels and Geneva, in preparation for the 2013 HLD. At the meeting, a representative of the Committee presented its proposals for 2013 and commented briefly on the previously submitted suggestions for modalities for effective civil society participation.

Recent partnership activities with UN agencies belonging to the GMG have included:

- (a) The joint organization of, and participation in, the migration and development seminars commemorating International Migrants’ Day at the UN Headquarters, with the UN Institute for Training and Research (UNITAR), IOM and the UN Population Fund (UNFPA). The 2011 topic was “Migrants in Crisis Situations.”
- (b) Participation in the ECOSOC Breakfast Panel on July 9, 2012, organized by UN Women in preparation for the 2012 Annual Ministerial Review and which focused on the theme “Decent Work and Women’s Empowerment.” The panel followed up on the September 2011 thematic meeting in Jamaica on the situation of women migrant domestic workers (in which the Committee participated with the support of IOM), in preparation for the fifth GFMD, chaired by Switzerland.
- (c) Attainment of observer status with IOM in December 2011. The Committee’s partnership with IOM has given it a voice in forums like the April 2012 meeting organized jointly by IOM and the Center for Migration Studies, entitled “Mainstreaming Migration into Development Planning.” At this meeting, in

² The official project website is at www.destination-unknown.org.

response to the Committee's remarks, Mexico volunteered to sponsor informal State–NGO consultations to prepare for the 2013 HLD.

2. Support provided to the Global Forum on Migration and Development

The Committee has participated in the Civil Society Days (CSD) of all GFMD Forums from 2007 (Brussels) to 2012 (Mauritius). As part of the civil society process, the Committee has served as a member of the International Advisory Committee, as the organizer of the civil society segment of the GFMD (jointly with the Civil Society Coordinating Office in Geneva) and as a participant of the 70-plus-member Consultation Circle, providing input into CSD procedures and themes.

In preparation for the 2011 GFMD in Geneva, the Committee participated in three thematic meetings and a general discussion on migrant workers, namely: (a) the UNITAR seminar on migration profiles in June 2011, (b) the IOM–UN Women-supported workshop on domestic care workers in Kingston, Jamaica in September 2011 and (c) the Day of General Discussion, sponsored by the Monitoring Committee of the Migrant Worker Convention on the Protection of the Rights of Migrant Workers in an Irregular Situation, in Geneva in September 2011; and (d) the WARBE³ Foundation-supported meeting on “Lowering Migration Costs” in Dhaka, Bangladesh in October 2011.

The Committee prepared and circulated its recommendations for discussion and action at two of the abovementioned meetings: (a) in Kingston, for action to ensure the human rights of migrant domestic care workers, in concordance with the General Comment on Protection of the Rights of All Migrant Workers and Members of Their Families, CEDAW⁴ General Recommendation No. 26 on Women Migrant Workers and the ILO Convention concerning Decent Work for Domestic Workers; and (b) in Geneva, at the Day of General Discussion on protecting migrant workers in an irregular situation and their family members, in accord with the statement of the GMG, the International Catholic Migration Commission (ICMC) and other NGO partners and networks.

The Committee's presence and input at these meetings was facilitated by contacts with UN Women, IOM, the Swiss Government and the US Department of State. For example, on 22 July 2011, the Committee was invited to participate in a briefing by the Bureau of Population, Refugees and Migration (PRM) of the US Department of State in Washington, D.C. to share concerns and expectations regarding the GFMD. The Committee met again with PRM and the US Department of State in Geneva during the GFMD 2011 Civil Society Days (CSD), where the US delegation indicated its interest in staying in touch with the Committee in preparation for the Mauritius GFMD and the 2013 HLD.

³ The Welfare Association for the Rights of Bangladeshi Emigrants Development Foundation.

⁴ The Committee on the Elimination of Discrimination against Women.

The Committee was deeply involved in the preparations for the 2011 CSD, the first such meeting to be organized by civil society itself. The Swiss Government invited ICMC, a partner and member organization of the Committee, to be the organizing agency/ coordinating office for the CSD. For the first time in the history of the GFMD, civil society had the opportunity to organize itself. One of the Committee members was invited to join the twelve-member core group in charge of organizing the meeting; several members were invited to be in the global Consultation Circle; and two members were invited to be delegates at the CSD in Geneva.

The Committee's GFMD task force prepared, and its delegates in Geneva circulated, its recommendations for action on each theme of the four simultaneous working sessions of the 2011 CSD, namely: (a) rights-based policymaking for the benefit of migrant workers and their families; (b) improving the protection of migrants moving or working in irregular circumstances; (c) re-imagining labour mobility; and (d) investing in development alternatives to migration. These recommendations, as well as the oral interventions of the Committee delegates during the CSD proceedings, contributed to the calls for action contained in the Civil Society Outcome Statement presented to governments at the start of the GFMD proceedings during the GFMD Common Space session in 2011.

In preparation for the GFMD 2012 in Mauritius, the Committee submitted two preliminary recommendations—one substantive and one procedural—for consideration at the preparatory brainstorming meeting held in Mauritius in January 2012. On substance, the Committee urged – in accord with the 2011 Outcome Statement of the Civil Society Days – that the right of migrants to family unity and reunification must be the cornerstone of migration policy, and should therefore be mainstreamed into all round table discussions. On procedure, the Committee urged that the Common Space meetings be structured to permit meaningful dialogue and allow for a genuine exchange of information and views leading to agreed time- and place-specific outcomes.

Encouraged by recent statements of States favouring closer working relations with civil society, the Committee strongly urges governments to respond positively to the questions regarding the engagement of civil society in the GFMD. Questions prepared for consideration at the (closed) GFMD session on States' partnerships with NGOs included: (a) Should a joint working group be designated for considering arrangements to strengthen the GFMD relationship with civil society? (b) Should the GFMD expand the range of non-governmental observers in the governmental discussions to include civil society? (c) What are the most effective mechanisms for governments to consult with non-governmental actors prior to GFMD meetings, in order to bring their perspectives into the discussions? (d) How can these discussions best inform the agenda and organization platform of the 2013 HLD and future meetings of the GFMD? The Committee would welcome the opportunity to participate in such joint endeavours.

3. Identified good practices

In preparation for the round tables held at the 2010 GFMD in Mexico, the Committee's GFMD Task Force asked NGO members and their global networks to share their experiences in effective partnership practices that maximize the development benefits of migration for all. The results of the inquiry were circulated at the 2010 GFMD.

Responses from the field indicated a wide range of effective practices across the globe involving partnerships between NGOs and the following bodies: consulates, federal governments, local governments, local communities, UN agencies and the private sector. The practices included anti-trafficking efforts, provision of access to public services, counselling and capacity-building, language instruction, legal aid workshops and provision of portable justice.

The task force inquiry was particularly concerned with effective partnership practices responding to the needs of children affected by migration: as members of families left behind, as migrants themselves, whether unaccompanied or accompanied by their families, and as children born abroad. The Committee's report reiterated concerns for migrant children that have been voiced by UNICEF, and highlighted several types of partnership among governments, civil society, faith-based organizations and the private sector, which illustrate good practices serving migrant children. Among these are:

- (a) *Sabah, Malaysia.* Recent partnerships have worked to address the international migration of young people. Unable to make a decent living or cope with studies, youth (particularly girls) are at risk of being trafficked or exploited. Prevention programmes have been put in place to reach out and better prepare young people for the challenges of city living and equip them with knowledge of their rights as persons and employees.⁵
- (b) *United States of America.* The National Pro Bono Project for Children seeks to match unaccompanied children released from federal custody with pro bono legal service providers.⁶
- (c) *Republic of Korea.* A community-based library provides an education programme for children of the community to deepen understanding of multicultural societies and overcome prejudice against migrants.⁷

⁵ The prevention programmes were spearheaded by Pusat Kebajikan Good Shepherd.

⁶ The project is an initiative of CLINIC (Catholic Legal Immigration Network, Inc.).

⁷ The education programme is run by the Christian Life Community's migrant centre in Yongin.

- (d) *Japan–Philippines*. Abandoned Japanese–Filipino children are reunited with their Japanese fathers.⁸
- (e) *Germany*. Promotion programmes are provided for young migrants who, after finishing school, are prevented from working or learning a profession.⁹

4. Challenges identified in carrying out the Committee’s work

The challenges facing the Committee in carrying out its work mirror those facing civil society as a whole, especially with regard to the advocacy mission at the annual GFMDs. On the one hand, there has been significant progress, both procedurally and substantively, in civil society engagement with governments at the GFMD; on the other hand, many challenges remain.

Procedurally, NGOs and governments are no longer hermetically sealed off from each other. The United States of America, for instance, has invited active dialogue with NGOs such as the Committee. Since 2011, NGOs have had a voice in selecting their own participants and drawing up their own agenda for the GFMD. In addition, a Common Space has been introduced, and there is now opportunity for civil society participation in States’ meetings. On the other hand, NGOs still have very circumscribed access to GFMD meetings and very limited opportunity to participate in States’ programmes. Many governments still shy away from the United Nations as a venue for Forum meetings, precisely because of its human rights framework and the access of NGOs to the UN table. NGO advocacy opportunities are also curtailed because civil society is still prevented from engaging in many regional processes.

Substantively, there has been increasing convergence on several fronts, including migrants’ rights in relation to migration and development; development as a human, and not just an economic, construct; and the impact of migration on families. However, differing perspectives on other substantive issues remain challenging to NGOs. Such issues include the continuing emphasis of governments on the utility of migrants for economic development, rather than on States’ responsibilities to fulfill their MDG obligations; the pushback of a number of States on issues like human rights and irregular migration; the lack of political will of most governments, especially in the most industrialized societies, to ratify the 1990 Migrant Worker Convention; and the omission of refugees, internally displaced persons and mixed populations in migration and development discussions. All of these challenging issues count as top priorities in the Committee’s advocacy efforts.

⁸ The reunification programme is a joint effort of Development Action for Women Network (DAWN) and the Good Shepherd Sisters.

⁹ The promotion programmes are run by the German Province of Good Shepherd Sisters.

5. Gaps evident within the migration and development sphere

In the course of its recent advocacy activities, the Committee has encountered a number of gaps within the migration and development sphere. Attention to these would serve to promote a form of migration management which more fully benefits migrants, families, communities and States.

As current events spur diverse population movements across the globe, the fate of third-country migrants and mixed populations, especially victims of abuse in border crossings, requires much greater attention and action from the international community. Closely connected is the fate of child migrants, especially those migrating on their own, whose voices have been largely unheard, and whose safety and security now require much greater effort from all concerned.

Procedurally, a major gap has been the lack of reliable data, for example to measure South–South migration flows in ACP countries. Reliable data are imperative for policy formulation, so that policies are evidence- rather than ideology-based. Other gaps identified have been the lack of indicators to measure the impact of migration and development policies and the absence of monitoring procedures for the follow-up on policy recommendations, for example those made at the annual GFMDs, so that there is evidence of the actions taken and outcomes achieved.

A major concern of civil society has been the lack of systematic attention to structures for global migration and development governance – which have to be human rights-based, migrant- and community-centred, transparent and accountable – to ensure that civil society secures and productively occupies its proper place at the table where decisions are made. Civil society has also been unable to contribute fully to migration and development discussions because of lack of adequate resources for preparations between annual forums and dialogues.

6. Recommendations for the 2013 High-level Dialogue

The Committee offers two recommendations for the 2013 HLD – procedural and substantive – which would be helpful in furthering international migration governance that is beneficial to migrants, families, communities and States.

Procedurally, it is essential that the HLD take up, and reach an agreement on, a continuing structure within which the migration and development agenda will be carried out. Governments and civil society may jointly consider potential modalities for future governance, as well as the possibility of integrating the GFMD within a rights-based, accountable, transparent framework with binding engagements.

Substantively, the Committee urges the HLD to focus on the effective protection of migrants and their families, with particular attention to migrants trapped in and traumatized by situations of extreme violence. In the lead-up to the 2013 HLD, the Special Representative to the UN Secretary General for Migration and Development has emphasized this theme to increase the awareness of acute humanitarian situations and identify ways to address them. The HLD conversation could include other populations in dire need of effective protection, for example, migrant women, domestic workers and children on the move.

To provide this effective protection, the Committee urges that States ratify, implement and enforce relevant legal instruments of protection at the 2013 HLD, particularly the 1990 UN Convention on the Rights of Migrant Workers and Members of their Families, and the 2011 ILO Convention on Domestic Workers; provide migrants with access to services and redress; offer alternatives to detention; and encourage cooperation among media and business in creating a climate of public opinion which supports the integration of migrants and members of their families.

Regarding the post-HLD agenda, civil society could work with governments to place migration much higher on the international agenda and include a focus on protection and partnerships. The Committee strongly recommends such collaboration.

CHAPTER

9

**Office of the High
Commissioner for
Human Rights**



UNITED NATIONS
HUMAN RIGHTS
OFFICE OF THE HIGH COMMISSIONER

Office of the High Commissioner for Human Rights

The Office of the High Commissioner for Human Rights (OHCHR)¹ has a unique mandate from the international community to promote and protect all human rights. The Office strives to achieve the protection of all human rights for all people, empower people to realize their rights and assist those responsible for upholding such rights in ensuring that they are implemented. The High Commissioner works to mainstream human rights standards throughout all UN programmes, to ensure that peace and security, development and human rights – the three essential pillars of the UN system – are interlinked and mutually reinforcing, and that human rights form the bedrock of all UN activities.

Migration is one of six thematic priorities of OHCHR. Its revised strategy on migration for 2012 to 2013 centres on promoting and contributing to the protection of the human rights of all migrants, regardless of their legal status. The strategy asserts that there is an urgent need for coherent, comprehensive and better-coordinated frameworks based on international human rights law to address migration at the national, regional and international levels. Underlying the strategy, therefore, is the recognition of the need to reframe the current global discussion on migration. OHCHR promotes the integration of human rights norms and standards in all aspects of migration policy at the national, regional and international levels. It advocates for migration policymaking to be grounded in the international legal framework and calls on States to respect the internationally guaranteed human rights of all migrants, to protect them against abuse and fulfill the rights necessary for migrants to enjoy a safe and dignified life.

1. Migration activities undertaken since the 2006 High-level Dialogue

OHCHR is building and strengthening its advocacy, analysis and technical assistance on issues of migration and human rights. Over the last few years, it has begun to develop capacity-building tools, such as learning packages and information materials on key issues; conducted research and consultation with a wide variety of stakeholders on migration, and highlighted key advocacy issues at the national, regional and international levels. Through its field presence, OHCHR has also increasingly engaged in migration-related human rights work through, among other initiatives, training, advocacy, technical advice, monitoring and protection, and the promotion of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW) and other relevant human rights instruments. The following sections comprise a non-exhaustive, illustrative list of activities in the sphere of migration carried out by OHCHR since 2006.

¹ OHCHR was established by the UN General Assembly (UNGA) on 20 December 1993 through UNGA resolution 48/141. The Office is part of the Secretariat of the United Nations and is led by the High Commissioner for Human Rights, who is the principal human rights official of the United Nations. OHCHR coordinates human rights activities throughout the UN system. The official website of OHCHR is www.ohchr.org.

Capacity-building and technical assistance

OHCHR has developed tools on migration and human rights for governments, judges, lawyers, national human rights institutions and civil society organizations. It has provided technical assistance to governments and lawmakers to develop and reform legal and administrative frameworks related to migration, to become compliant with international human rights standards. Around the world, national human rights institutions are becoming increasingly involved in the protection and promotion of the human rights of migrants.

In 2009 OHCHR provided technical support in Guatemala for the reform of national legislation and regulations on migration issues and for the preparation of the country's initial report to the UN Committee on the Protection of the Rights of All Migrant Workers and Members of their Families (CMW). The Office also provided support through workshops with the national human rights institutions and non-governmental organizations, to facilitate civil society participation in this process. In addition, it provided technical assistance and advice to the Guatemalan Congress through various commissions, to ensure compliance of the legal reforms with international standards. In 2012 the Office worked closely with the National Commission on Migrants, relevant authorities and civil society on the reforms to the country's law on migration.

In November 2009, in West Africa, OHCHR organized a capacity-building workshop on the role that national human rights institutions could play in the context of migration in the region. The workshop focused on following up on the commitments made within the Santa Cruz Declaration, which was adopted during the eighth International Conference of National Institutions for the Promotion and Protection of Human Rights. In 2012 the Office collaborated with the Mixed Migration Working Group of the UN Country Team in Senegal to carry out a mapping of actors involved in mixed migration in the country. Currently, OHCHR is developing a leaflet for Senegalese border guards on the human rights of migrants. The Mixed Migration Working Group publishes a regular electronic newsletter on protection in mixed migration contexts.

In June 2010 OHCHR started a project in South Africa to strengthen the South African Human Rights Commission (SAHRC) in its work in combating discrimination and xenophobia against migrants. The project aimed to build the capacity of the SAHRC to provide legal support to migrants; protect the rights of non-nationals in detention facilities; prevent xenophobia and violence against non-nationals through awareness-raising and capacity-building activities and support the work of the SAHRC in relation to racism and other forms of discrimination, including the implementation of the National Plan of Action for Racial Justice, which arose from the Durban Declaration and Programme of Action.

Since 2011 OHCHR has provided technical assistance to, and cooperated with, the European Agency for the Management of Operational Cooperation at the External

Borders of the Member States of the European Union (FRONTEX) in developing human rights training materials for border guards. In Lebanon, a draft law on migrant domestic workers was adopted by the Lebanese Ministry of Labour in January 2011. Together with ILO, OHCHR made significant inputs to the draft and is continuing to assist the Ministry of Labour in improving compliance of national law with international human rights standards.

In May 2011 Mexico's new immigration act, which takes into account the recommendations of various UN human rights mechanisms, entered into force, establishing the protection of the rights of all migrants regardless of their immigration status. OHCHR accompanied the drafting process and facilitated the access of the UN High Commissioner for Refugees (UNHCR) to it, so that it could also provide technical input and guidance.

In 2012 OHCHR initiated a joint project with Mexico's National Institute of Migration to assess the human rights training programme used by the institute. In the same year, OHCHR and INM published *A Guide for Civil Servants on the Human Rights of Migrants*. OHCHR also provided public and practical support to human rights defenders in Mexico working to promote migrants' rights.

OHCHR has developed a number of information tools to build the capacity of civil society actors to promote migrants' rights. A publication entitled *Working with the United Nations Human Rights Programme: A Handbook for Civil Society* (the revised second edition of which was published by OHCHR in 2008) explains how civil society can engage with UN human rights mechanisms, including human rights treaty bodies, the Human Rights Council and the Universal Periodic Review, and Special Procedures mandates.²

OHCHR is developing training materials on migration and human rights, including a trainer's guide, for the use of States, civil society and other actors. In October 2011, in collaboration with the Diplomacy Training Programme and Migrant Forum in Asia, OHCHR organized a training workshop on the human rights of migrants in order to pilot these materials. The workshop was attended by 25 participants from national human rights institutions and non-governmental organizations in the Asia-Pacific region. In March 2012 OHCHR supported the launch of a civil society campaign to end the immigration detention of children.

Monitoring, advocacy and public information

OHCHR raises awareness about human rights issues relating to migration, including through public advocacy by the High Commissioner and thematic reports and studies for the Human Rights Council and the UN General Assembly. The Office has produced

² The handbook is available for download from the following link: www.ohchr.org/EN/PublicationsResources/Pages/HumanRightsProgramme.aspx.

a number of publications on various human rights issues of relevance to migration, including fact sheets on the right to adequate housing, the right to health and the International Convention on Migrant Workers and the Committee on Migrant Workers.

The High Commissioner has made a number of statements on previous International Migrants' Days (18 December annually) in which she highlighted the important human dimension of migration, and called on States to protect, respect and fulfill the human rights of all migrants.³ A public information campaign highlighting human rights concerns related to immigration detention was launched as part of "Dignity and Justice for Detainees" Week, which ran from 6 to 12 October 2008.

In 2009 OHCHR prepared a background note for the working group on "Respecting the human rights of people on the move irrespective of their status" at the Regional Conference on Refugee Protection and International Migration in the Americas (San José, Costa Rica, November 2009). OHCHR was also represented at the second Ibero-American Forum on Migration and Development (July 2010), in El Salvador, where the Regional Representative delivered a speech on the rights of migrants in the context of the economic crisis.

In December 2010 OHCHR organized the first dialogue on human rights and migration in Central Africa. Follow-up on this by OHCHR, governments and other partners is ongoing.

In May 2011 the High Commissioner welcomed the February 2012 decision of the European Court of Human Rights in the case of *Hirsi Jamaa and others v. Italy*, which reaffirmed the human rights of all migrants at sea. OHCHR had submitted a legal brief before the Court as an intervening party.⁴

OHCHR highlights migration and human rights themes at key meetings at the regional and international levels. In 2011, at the annual conference of the EU Agency for Fundamental Rights, with the theme "Dignity and Rights of Irregular Migrants," the Deputy High Commissioner, as a keynote speaker, stressed that irregular migration is not a crime. In addition, OHCHR organized a panel discussion New York on the issue of migration, racism and discrimination, as a prelude to the UN General Assembly's Informal Thematic Debate on International Migration and Development in May 2011.

During her visit to Australia in May 2011, the High Commissioner advocated for changes to Australia's immigration policy and opposed a planned agreement between Australia and Malaysia on migration management. A subsequent decision by Australia's High Court confirmed this position, and the Government abandoned the agreement. Following

³ These statements, as well as the statements by the Secretary General and the human rights mechanisms, are available at www.ohchr.org/EN/Issues/Migration/Pages/Statements.aspx.

⁴ The intervener brief is available from www.ohchr.org/EN/Issues/Migration/Pages/StudiesAndReports.aspx.

the High Commissioner's visit, the Government also decided that more migrants and asylum-seekers would be released from mandatory immigration detention.

In April 2012 OHCHR intervened in the thematic discussion on violence against migrants, migrant workers and their families during the twenty-first session of the UN Commission on Crime Prevention and Criminal Justice, stressing that the border can be a site of significant violence against migrants, perpetrated by both State and non-State actors.

OHCHR supports efforts to promote the ratification of the ICRMW, including through the International Steering Committee of the Global Campaign for Ratification of the Convention on Rights of Migrants, which is coordinated by OHCHR. In April 2009, the Steering Committee published a guide on the ratification of the Convention.⁵ On the twentieth anniversary of the ICRMW in 2010, the International Steering Committee launched a global campaign, calling on governments to act immediately to end widespread human rights violations against migrants around the world by ratifying the ICRMW. In line with this, a poster and other campaign material were developed, and a petition was launched through the Steering Committee's website. Member organizations of the Steering Committee supported the campaign further by organizing local activities in the countries targeted by the campaign.

A number of OHCHR field presences commemorated the twentieth anniversary of the ICRMW through seminars and other public activities. In West Africa, for example, OHCHR organized an event on International Migrants' Day in 2010 to promote the ratification of the Convention by Senegal

Research and consultation

OHCHR develops research-based materials on international human rights standards related to migration, and raises awareness about migrants' rights through consultations with States and other stakeholders. In 2008, an International Meeting on the Protection of the Rights of Children in the Context of International Migration was organized by OHCHR in cooperation with the Government of Mexico. In its Resolution 11/9 (18 June 2009), the Human Rights Council decided to hold a panel discussion on the human rights of migrants in detention centres at its twelfth session. The panel discussion, held in Geneva in September 2009, addressed increasing concerns related to the recourse by States to the administrative detention of migrants.

An open-ended expert consultation on the protection of the rights of the child in the context of migration was held in May 2010 in Geneva, with the support of UNICEF. Expert panelists drawn from UN agencies, NGOs and academia addressed such issues

⁵ See the Guide on Ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (April 2009), available from www.migrantsrights.org/documents/SCRatificationGuide4-2009Final.pdf.

as children in immigration detention; child protection systems and best interest determinations; and the economic, social and cultural rights of migrant children.⁶ A study on the “...challenges and best practices in the implementation of the international framework for the protection of the rights of the child in the context of migration” (A/HRC/15/29) was prepared by OHCHR for submission to the Human Rights Council at its fifteenth Session in September 2010.

In June 2010 OHCHR presented a report to the UN Economic and Social Council on the economic, social and cultural rights of migrants (E/2010/89). In May 2010 the OHCHR Regional Office for Europe, with the participation of the ILO, both based in Brussels, organized a judicial colloquium on the application of international human rights instruments and their applicability to the promotion and protection of the human rights of women migrant domestic workers in Europe. Also in 2010, the Human Rights Adviser in the Republic of Moldova intervened in a landmark case regarding the right to family life of migrants living with HIV, through the provision of a range of legal materials to the Supreme Court of Justice of the Republic of Moldova. On 22 December 2010, the Supreme Court ruled in favor of the petitioner.

In May 2011 the two-day Global Roundtable on Alternatives to the Detention of Asylum-seekers, Refugees, Migrants and Stateless Persons was organized by OHCHR in partnership with the UNHCR.⁷ The OHCHR Europe regional office organized in 2011, in cooperation with UNHCR and UNICEF, a Judicial Colloquium on the Implementation of Article 3 (best interest of the child) of the Convention on the Rights of the Child (CRC) in Europe with regard to the situation of migrant children. Following this colloquium, OHCHR launched a study in 2012 on the implementation of Article 3 of the CRC in this respect. The launch took the form of a discussion during a plenary session of the Committee on Civil Liberties of the European Parliament.

In June 2011 OHCHR joined with the Global Alliance against Traffic in Women to organize a round table on human smuggling in the Asia-Pacific region. Through its participation in the UN Regional Thematic Working Group on International Migration, OHCHR contributed a chapter on migration and human rights for inclusion in the 2011 UN Situation Report on Migration in South and South-west Asia. The Office presented a study to the eighteenth session of the Human Rights Council on the human rights situation of migrants and asylum-seekers fleeing events in North Africa (A/HRC/18/54) in 2011. The study received contributions from governments, UN agencies and NGOs, and presented a substantive set of recommendations to the international community.

In 2012 OHCHR held an expert meeting entitled “Human Rights at International Borders: Exploring Gaps in Policy and Practice.” A background paper prepared by OHCHR for the

⁶ For the text of the report, an informal summary of the consultation, links to the expert presentations and interventions from participants in the audience, see www.ohchr.org/EN/Issues/Migration/Pages/Consultationbestpracticeschildmigration.aspx.

⁷ The summary conclusions of this round table are available from www.ohchr.org/EN/Issues/Migration/Pages/Roundtable.aspx.

meeting identified international borders as sites of significant human rights violations against migrants, including arbitrary detention, perpetrated by State and non-State actors. Informal summary conclusions of the meeting, which was attended by experts from governments, international and regional organizations, civil society and academia, called on OHCHR to develop principles and guidelines on the issue of human rights at borders. OHCHR has begun drawing up such guidance in 2013.⁸

Coordination and coherence

Through its active participation in the GMG, within UN Country Teams and other relevant forums at the country and regional levels, OHCHR has sought to promote and mainstream a human rights approach to migration within the UN system. OHCHR also contributed to the organization of a GMG Practitioners' Symposium with the theme "Overcoming Barriers: Building Partnerships for Migration and Human Development," in May 2009 in Geneva. For this symposium, OHCHR prepared a background paper entitled "Rooting migration policies in human rights: Ensuring the rights of all migrants and improving human development outcomes," and facilitated the proceedings of a workshop on the human rights of migrants.

From July to December 2010, the High Commissioner for Human Rights chaired the GMG. The thematic focus of her term was the human rights of all migrants, particularly those in an irregular situation. A landmark joint statement,⁹ adopted by the GMG Principals in September, called on the international community to end discrimination and abuses against migrants in an irregular situation. The statement made the important point that the irregular situation in which international migrants may find themselves should not deprive them of either their humanity or their rights. A full-day GMG expert meeting on the human rights of irregular migrants organized by OHCHR in October 2010 also generated policy recommendations on the issue of human rights and irregular migration which were widely disseminated.

As a member of the GMG Troika in the first half of 2011, OHCHR organized a round table on combating xenophobia and discrimination against migrants in the context of a GMG Practitioners' Symposium entitled "Migration and Youth: Harnessing Opportunities for Development," organized by UNICEF in May 2011.

OHCHR assisted the joint advocacy of the UN Country Team (UNCT) in Thailand, with the Ministry of Foreign Affairs of Thailand and other authorities, particularly in regard to protecting migrants affected by flooding in the country in 2011. The Office highlighted the relevant legal standards and recommendations of human rights mechanisms and provided other guidance and methodological tools to the Country Team. In Lebanon, the OHCHR Middle East Regional Office joined the local UNCT in adopting a voluntary

⁸ Informal summary conclusions of this meeting are available at www.ohchr.org/EN/Issues/Migration/Pages/OHCHRExpertconsultationExploringGapsinPolicyandPractice.aspx.

⁹ The statement is available at www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=10396&LangID=E.

code of conduct for UN staff members who employ domestic workers, which requires them to abide by 21 specific standards for the employment of people who care for families and households. In Angola, following allegations of serious human rights violations committed against irregular migrants from the Democratic Republic of the Congo, and following the advocacy of OHCHR, and a visit by the Special Representative of the Secretary General on Sexual Violence in Conflict, the UN Country Team identified the protection of the rights of migrants as a priority area.

Through its research, advocacy and mainstreaming work, and through the work of treaty bodies and Special Procedures that it supports, OHCHR has stressed that human rights are essential to achieving and sustaining development. In an open letter to all permanent missions in New York and Geneva sent in advance of the Rio+ 20 UN Conference on Sustainable Development in 2012, the High Commissioner urged that all policy measures taken to advance development objectives must take care to prevent and remedy any negative impacts on the human rights of vulnerable and marginalized groups, including migrants.¹⁰

On 18 December 2012, the Secretary General's Policy Committee held a discussion on international migration, led jointly by OHCHR and UN DESA. Following this discussion, the Policy Committee endorsed a set of human rights-based key messages on migration, and decided that OHCHR would lead the preparation in 2013 (in consultation with the GMG and the UN system) of a concise analytical report on migration and human rights, which would specifically consider how attention to the rights of migrants can be strengthened within the governance framework of migration at the international level. The report endorsed by the Policy Committee aims to bring more focused attention to the human rights of migrants within the upcoming 2013 High-level Dialogue (HLD) on International Migration and Development and beyond that to the post-2015 development agenda. OHCHR, in collaboration with the Global Migration Policy Associates, held an expert meeting in September 2012 entitled "An informal conversation on global governance, migration and human rights," in order to seek the views of experts from governments, international organizations, academia and civil society.

OHCHR has been an active member of the GMG, and, in 2012, played a key role in the context of the GMG internal review process. Through its input, OHCHR attempted to enhance and strengthen inter-agency coordination of migration, and to bolster the mandate of the GMG to promote the wider application of all relevant instruments and norms relating to migration. As a result, the inter-agency body paid more attention to the human rights framework. One of the decisions made in the GMG Principals' Meeting in 2012 was that the GMG should consider the establishment of a Working Group on Migration, Gender and Human Rights, with OHCHR as the co-Chair.

¹⁰ The open letter is available at www.ohchr.org/EN/NewsEvents/Rio20/Pages/Statementspeeches.aspx.

UN human rights mechanisms

OHCHR supports the work of the human rights mechanisms on migration, including the Special Rapporteur on the Human Rights of Migrants and the CMW. It assists governments in implementing recommendations relevant to migration by UN human rights treaty bodies, Special Procedures and the Universal Periodic Review process.

On 14 October 2009 the CMW held a Day of General Discussion on the topic of migrant domestic workers. It adopted General Comment No. 1 (“on migrant domestic workers”) at its thirteenth session, recognizing the particular vulnerability of migrant workers employed in private homes.

In September 2011 the CMW held a Day of General Discussion on the rights of migrant workers in an irregular situation and members of their families. The committee drafted its General Comment No. 2 (“on the rights of migrant workers in an irregular situation and members of their families”), which it aims to adopt in 2013. On 22 April 2013, the CMW held a Day of General Discussion on the role of migration statistics for treaty reporting and migration policies. On 28 September 2012 the Committee on the Rights of the Child (CRC) held a Day of General Discussion on the theme “The Rights of All Children in the Context of International Migration.” In its final report, the CRC addressed a number of recommendations to States and other stakeholders.¹¹ The CMW has also periodically addressed specific situations where migrant workers were vulnerable to human rights violations; for example, the Committee expressed alarm in April 2011 at the situation of thousands of migrant workers who had fled armed conflict in Libya.

A number of other treaty bodies have also addressed the issue of migration and human rights in their “Concluding Observations to States Party” reports and in their communications with governments, as well as in their general comments. For example, the UN Committee on Economic, Social and Cultural Rights adopted General Comment No. 20, on non-discrimination in economic, social and cultural rights (Article 2, Paragraph 2 of the International Covenant on Economic, Social and Cultural Rights), in 2009, which explicitly recognizes that the ground of nationality shall not bar access to the rights recognized in the covenant. In 2008 the Committee on the Elimination of All Forms of Discrimination against Women adopted its General Comment No. 26, on women migrant workers.

Special Procedures mandate-holders from the UN Human Rights Council have addressed the issue of migration from various perspectives. In 2009 the Working Group on Arbitrary Detention considered the detention of migrants in irregular situations in its report entitled “Promotion and protection of all human rights, civil, political, economic, social and cultural rights, including the right to development” (A/HRC/10/21). The Special Rapporteur on the Right to Education devoted his 2010 report

¹¹ The report on this Day of General Discussion is available at www.ohchr.org/english/bodies/crc/docs/discussion2012/ReportDGDChildrenAndMigration2012.pdf.

to the Human Rights Council entitled “The right to education of migrants, refugees and asylum-seekers (A/HRC/14/25). Also in 2010, the Special Rapporteur on the Right to Adequate Housing presented her report to the Human Rights Council on migration and the right to adequate housing (A/65/261).

In August 2011 the Special Rapporteur on the Human Rights of Migrants, Mr Francois Crépeau, took up his mandate. His main activities include country visits, thematic reports to the Human Rights Council and the General Assembly and communications to States. Mr Crépeau undertook his first country visit, to Albania, in December 2011; in June 2012 he presented his report to the Human Rights Council on the detention of migrants in an irregular situation (A/HRC/20/24). The Special Rapporteur will present a separate report on his activities for consideration by the UN Chief Executives Board.

2. Support provided to the Global Forum on Migration and Development

From the first meeting of the Global Forum on Migration and Development (GFMD), OHCHR has advocated within the forum for more cross-cutting and specific attention to be given to the human rights dimension of migration.

In October 2009 OHCHR held an open-ended expert consultation in Geneva to explore the relationship between the human rights of migrants – specifically, the inclusion, acceptance and integration of migrants in host societies – and migrants’ contributions to development in both their origin and destination countries. The meeting aimed to support States and other stakeholders preparing for a round table discussion during the third GFMD in Athens on 4 and 5 November 2009, dedicated to the theme “Inclusion, Protection and Acceptance of Migrants in Society – Linking Human Rights and Migrant Empowerment for Development.”

As Chair of the GMG, the UN High Commissioner for Human Rights addressed the fourth GFMD in Puerto Vallarta, Mexico, in November 2010. In her statement, the High Commissioner called for an end to the criminalization of irregular migrants and urged all States to ratify and effectively implement the core international human rights instruments protecting the human rights of migrants, particularly the ICRMW. OHCHR led the organization of a side event at the GFMD to commemorate and call for the ratification of the ICRMW.

At the fifth GFMD in Geneva in December 2011, OHCHR participated in the official round table discussions and organized a side event on addressing irregular migration through a human rights-based approach. Earlier, in November 2011, OHCHR and the Friedrich Ebert Foundation organized a side event during the GFMD Civil Society Days entitled “The Rights of Migrants in an Irregular Situation: Engaging with the UN Human Rights Mechanisms.” The Chair of the Committee on Migrant Workers and the Special Rapporteur on the Human Rights of Migrants participated in this side event.

OHCHR provided substantive technical assistance to various round tables held at the sixth GFMD in Mauritius in November 2012. In particular, OHCHR ensured a human rights focus to background documentation and discussions held in the context of Round table session 3.1 (“Improving Public Perceptions of Migrants and Migration”) and session 3.2 (“Migrant Protection as Integral to Migration Management”). OHCHR held a side event in Mauritius entitled “Public Perceptions, Migration and Human Rights,” and produced a short brochure on this topic for dissemination to participants of the GFMD, which increased their understanding of the links between public perceptions of migration, xenophobia and human rights.

3. Identified good practices

In order to ensure that the human rights of all migrants on their territory are respected, protected and fulfilled, States should, inter alia:

- (a) Ratify and effectively implement all relevant international human rights instruments, including the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.
- (b) Include in their reports to all human rights treaty bodies, as well as their reports to the universal periodic review mechanism of the Human Rights Council, information on measures to protect the human rights of migrants.
- (c) Adopt comprehensive national plans of action, informed by international human rights standards, to strengthen the protection of migrants. National strategies and plans of action should be put in place on such issues as eliminating xenophobia against migrants and protecting the whole range of human rights – including economic, social and cultural rights – of all migrants regardless of status.
- (d) Take steps to protect the human rights of migrants in an irregular situation; this includes avoiding and repealing laws and administrative regulations that require public officials (including those in the field of service provision, the local police and the judiciary) to report the presence of irregular migrants to migration authorities, as well as those that criminalize assistance to irregular migrants.
- (e) Ensure that effective measures are put in place to protect the human rights of all children in the context of migration, including coordinated child protection policies and systems across borders that are in full compliance with international human rights standards.

4. Challenges identified in carrying out OHCHR work

The main message of OHCHR on migration is that human rights standards provide an extensive baseline of protection for all migrants and constitute a framework of action, as well as a set of guidelines and tools for migration policymakers. Human rights-based actions are not just legal obligations for governments, but also make sound public and migration policy sense. OHCHR concretely strives to assist States and other stakeholders to promote and protect the human rights of migrants by filling normative and implementation gaps at the national, regional and international levels. OHCHR is also starting to develop and strengthen its capacity to engage at the operational and field levels in order to monitor and address human rights violations in the context of migration, including through supporting the implementation of the recommendations of the human rights mechanisms. OHCHR has identified a number of challenges in carrying out its work on migration and human rights, which are briefly described in the succeeding paragraphs:

At a contextual level, rising anxieties and fears about foreigners have been exacerbated in recent years by the financial and economic crises and the deteriorating political and social environment in some countries. As a result, we have witnessed increasing xenophobia and declining respect for the human rights of migrants around the globe. This, in turn, has reduced the public and political space in which the human rights of migrants can be discussed.

At the intergovernmental level, there are few processes (bilateral, regional or international) in which the human rights framework on migration is given more than cursory attention. The ICRMW remains the least ratified instrument of all the core international human rights instruments, and States can be reluctant to recognize that the protection of universal human rights norms apply equally to all migrants. The GFMD, as a voluntary, non-binding and State-led process, has been traditionally hesitant to conduct a normative discussion of migration and has not been inclined to commit States to concrete action in regard to human rights issues. While important advances have recently been made in this context, without dedicated attention to the issue, human rights will remain purely rhetorical rather than become effectively mainstreamed.

5. Gaps evident within the migration and development sphere

OHCHR identifies the following among the most obvious gaps in the field of migration and development for policymakers and practitioners to address as follows:

- (a) The issue of migration and development lacks clear definitions and parameters.
- (b) It is accordingly unclear how and where human rights issues specifically fit into an agenda which formally pays little concrete attention to norms and standards.

- (c) Despite the efforts of UN agencies and others through the years, and despite increasing reference to the concept of human development, there continues to be a strong focus on development as an economic phenomenon.
- (d) The debate within this sphere, in relation to the human rights content, is more often at the level of rhetoric than reality. The inclusion of human rights issues and human rights mainstreaming has been largely absent from the GFMD, despite rhetorical commitment to the issue.
- (e) There is a continuing lack of effective space for civil society, as well as the voice of migrants themselves, in the international migration and development debate.

6. Recommendations for the 2013 High-level Dialogue

OHCHR proposes that the following actions be considered in the context of the 2013 HLD and beyond:

- (a) A limited set of thematic recommendations on migration and human rights issues should be developed in advance of the 2013 HLD. At a minimum, these recommendations should include attention to particularly vulnerable groups of migrants, such as children, women at risk and migrants in an irregular situation, as well as situations in which migrants are particularly vulnerable (for example, in immigration detention, at international borders and in relation to access to basic public services).
- (b) These recommendations should provide the basis for a concrete and substantive agenda for action on migration and human rights, to emerge from the 2013 HLD.
- (c) More robust institutionalization of the migration and human rights agenda is urgently needed at the international level. The 2013 HLD could consider initiating a structured global discussion of migration and human rights under the auspices of the United Nations.
- (d) Increased resources should be committed to build the capacity of States and other stakeholders to address their duties and obligations as regards the issue of migrants' rights.
- (e) National human rights institutions and civil society, including migrants' organizations, should be enabled to participate fully and effectively in the 2013 HLD.

CHAPTER

10

**United Nations
regional commissions**



United Nations

United Nations regional commissions

The United Nations regional commissions¹ are the regional outposts of the United Nations in their respective regions. Stationed in five regions of the world, the UN Economic Commission for Africa (UNECA), the UN Economic Commission for Europe (UNECE), the UN Economic Commission for Latin America (ECLAC), the UN Economic and Social Commission for Asia and the Pacific (UNESCAP), and the UN Economic and Social Commission for Western Asia (ESCWA) share key objectives to foster economic integration at the regional and subregional levels; promote the regional implementation of internationally agreed development goals, including the Millennium Development Goals; and support regional sustainable development by contributing to bridging economic, social and environmental gaps among their member countries and subregions.

To achieve these objectives, the five regional commissions promote multilateral dialogue, knowledge-sharing and networking at the regional level, and work together to promote intraregional and interregional cooperation, both among themselves and through collaboration with other regional organizations, including, and increasingly, on migration and development issues.

1. Migration and development activities since the 2006 High-level Dialogue

All regional commissions have undertaken migration and development-related activities since the HLD in 2006. This work aimed to build the capacities of policymakers in each region to understand the specific features of migration in their region, and manage it in order to maximize its development benefits and minimize its negative effects.

Joint regional commissions projects²

Between 2009 and 2012, the regional commissions undertook a joint project entitled “Strengthening National Capacities to Deal with International Migration: Maximizing Development Benefits and Minimizing Negative Impact,” led by ECLAC. The project engaged all five regional commissions and the Population Division of UN DESA. It aimed to improve data quality and availability on migration and its impacts; increase human and institutional capacities to design and implement policies to maximize the benefits of migration for development; and build networks within and between regions to exchange information, experiences and best practices.

¹ The five UN regional commissions are the Economic Commission for Africa (UNECA, hereafter ECA), the Economic Commission for Europe (UNECE, hereafter ECE), the Economic Commission for Latin America and the Caribbean (ECLAC), the Economic and Social Commission for Asia and the Pacific (UNESCAP, hereafter ESCAP), and the Economic and Social Commission for Western Asia (ESCWA).

² For more information about the project, visit the official project website at www.cepal.org/cgi-bin/getprod.asp?xml=/celade/noticias/paginas/2/38752/P38752.xml&xsl=/celade/tpl/p18f.xsl&base=/celade/tpl/top-bottom_dam.xsl.

With a positive view of migration for development and an emphasis on the protection of the human rights of all migrants, the project offered a comprehensive overview of the growing complexity of international migration. This included intraregional movements, return migration, irregular migration, forced population movements and asylum-seeking, as well as temporary migration, skilled migration, remittance flows and the presence of diasporas in countries of destination.

In the framework of this project, seven regional workshops were held for government officials in different regions. The workshops focused on different themes, depending on the specific situation of the region. For example, the workshops of ECE dealt with building capacities in migration statistics in Eastern Europe and Central Asia, while the workshop of the ESCWA focused on regional dialogue. ECLAC discussed “Looking towards the future: New trends, issues and approaches.” ESCAP organized a regional workshop entitled “Strengthening National Capacities to Deal with International Migration: Maximizing Development Benefits and Minimizing Negative Impact,” which assessed migration trends, data gaps on international migration, integrating migration into development strategies and planning and good practices related to migration management.

These workshops aimed to increase the knowledge and capacities of those responsible for designing policies and programmes on international migration in order to integrate this issue into national development strategies in a practical way, that is, optimizing the gains and minimizing the negative impacts of migration. The workshops provided an opportunity to introduce countries to key concepts around migration and development and apply them to their own situations, and served as platforms to exchange good practices and share information on ongoing initiatives. The workshops also helped establish and strengthen existing networks, encouraging the exchange of data and information both between and within countries.

In preparation for the workshops, a number of studies were produced which yielded new data on migration and development-related challenges in each region:

- (a) ECA coordinated the preparation of the study, “International Migration: Trends and Institutional Frameworks from the African perspective.”
- (b) ECE developed a toolkit entitled *Statistics on international migration – A practical guide*, which offers theoretical and practical information and suggestions for various categories of producers and users of migration data, such as government officials, statisticians, scholars and journalists. Based on best practices and international recommendations, this tool aims to stimulate interest and support better comprehension of migration statistics and data, including their sources and peculiarities.

- (c) ECLAC undertook a study entitled *Migración internacional en América Latina y el Caribe. Nuevas tendencias, nuevos enfoques* (“International Migration in Latin America and the Caribbean: New trends, new approaches”), which comprised two components. The first focused on emerging and innovative aspects of international migration and development in selected countries, including gender relations, remittances, labour insertion, health conditions, networking and rights of migrants, and the impacts of the global economic crisis on international migration and migrants. The second covered the regulatory and institutional framework of international migration, using a rights-based approach to address integration, discrimination, trafficking and smuggling, among other country-specific themes.
- (d) ESCAP prepared and published electronically two regional studies, “Linking Migration and Development in Asia” and “Migration in the Pacific.” Both studies assessed existing institutional arrangements, national policies and key issues in international migration, such as gender, protection of migrants’ rights, remittances and migration of skilled workers and brain drain (especially in the Pacific).
- (e) ESCWA produced the report, “International Migration and Development in the ESCWA Region: Challenges and Opportunities,” whose five chapters focused on the scale and impact of labour migration, remittances, brain drain and diaspora engagement in the Western Asian region, while looking at the legal framework within which migration took place.

In addition to regional workshops, two interregional events took place in 2011: an interregional workshop organized by ESCAP and ESCWA entitled “Strengthening Dialogue Between ESCWA and ESCAP Countries on International Migration and Development”; and a workshop organized by ECLAC, ECE and ECA on “Strengthening capacities to deal with international migration: Examining development, institutional and policy aspects of migration between Africa, Europe and Latin America and the Caribbean.”³ These workshops aimed to promote the exchange of national and regional experiences and good practices, facilitate discussion and build capacity on issues of common concern across regions. The papers from the ECLAC–ECE–ECA interregional workshop have been published by ECLAC as a project document entitled “Development, institutional and policy aspects of international migration between Africa, Europe and Latin America and the Caribbean.”⁴ The ESCWA–ESCAP Interregional Report on Labour Migration and Social Protection will be published in 2013.

The regional commissions also jointly produced a publication entitled “International migration from a regional and interregional perspective. Main conclusions, messages

³ More information about the workshop is available at www.cepal.org/cgi-bin/getProd.asp?xml=/celade/agenda/9/44329/P44329.xml&xsl=/celade/tpl-i/p3f.xsl&base=/celade/tpl/top-bottom_mig.xslt.

⁴ J. Martínez Pizarro and L. Reboiras Finardi (eds.), “Development, institutional and policy aspects of international migration between Africa, Europe and Latin America and the Caribbean” (LC/W.461), ECLAC project document (Santiago, 2012), available from www.cepal.org/cgi-bin/getprod.asp?xml=/publicaciones/xml/8/46188/P46188.xml&xsl=/celade/tpl/p9f.xsl&base=/celade/tpl/top-bottom.xsl.

and recommendations from the United Nations Development Account Project (Sixth Tranche), ‘Strengthening national capacities to deal with international migration: Maximizing development benefits and minimizing negative impact,’”⁵ to draw out the main lessons learned and ways forward identified in this unique interregional collaborative project. The document was presented at the final meeting of the project as a side event at the forty-fifth session of the UN Commission on Population and Development organized by the Latin American and Caribbean Demographic Centre (CELADE), which serves as the Population Division of ECLAC, in coordination with the other four regional commissions and the Regional Commissions New York Office.

The regional commissions developed information systems to improve the availability and quality of migration and development-related data in their respective regions. ECE developed Migratory, an online inventory of sources on migration in Europe, Central Asia and North America,⁶ while ESCWA worked with its partner, the Centre for Migration and Refugee Studies at the American University in Cairo, to create a module for the latter’s database on contact information of researchers and research centres on migration in and/or focusing on the Arab region.⁷ ECLAC also developed an “Inventario Migratorio” on migration sources in the LAC region.⁸ Finally, ESCAP is implementing the Migration Information System in Asia project, in collaboration with the Scalabrini Migration Center in the Philippines, on the collection, updating, reporting and sharing of international migration data in the region through a common web-based portal.⁹

In addition to these activities, the regional commissions have been members of the GMG since 2008, serving as Chair for the first time in 2013 when ESCAP, on behalf of the all five regional commissions, assumed the chairmanship for the first half of 2013. In this role the regional commissions contributed to joint GMG publications, such as *Migration and Youth: Challenges and Opportunities*, for publication in 2013. During its chairmanship, ESCAP focused on implementing the outcomes of the internal review of the challenges and achievements of the GMG, as endorsed at the GMG Principals’ Meeting in November 2012. The purpose of these outcomes is to position the GMG as a more effective and coherent coordination mechanism and a unified voice on international migration, in the lead up to the 2013 HLD on International Migration and Development, and for the subsequent implementation of its outcomes.

Regional commissions also contributed to the UNGA Informal Thematic Debate on International Migration and Development in 2008 by assisting in the organization and chairing of the round table entitled “Enhancing Development through International Cooperation.”

⁵ The publication is available from www.cepal.org/publicaciones/xml/8/46578/wDAProject_final.pdf

⁶ The project website is www.unece.org/stats/migratory/index.html.

⁷ For further details see: www.cmrsdb.aucegypt.edu/index.php/eng.

⁸ The project website is www.cepal.org/cgi-bin/getprod.asp?xml=/celade/noticias/paginas/6/38936/P38936.xml&xsl=/celade/tpl/p18f.xsl&base=/celade/tpl/top-bottom_dam.xsl.

⁹ The center’s official website is www.smc.org.ph.

Individual regional commission projects

In addition to the joint activities, the regional commissions have undertaken specific activities within their respective regions, among them:

Economic Commission for Africa). Since the 2006 HLD, research activities on international migration and development in Africa have been based on the commission's two strategic pillars:

- (a) Promoting regional integration in support of the African Union vision and priorities;
- (b) Meeting Africa's special needs and emerging global challenges.

Under the first strategic pillar, UNECA considered international migration an important factor in implementing the regional integration agenda, including the New Partnership for Africa's Development. Thus, ECA research activities focused on promoting cooperation and policy dialogue on international migration to support regional development, enhance economic growth and maximize the human and financial resources for development in Africa as a whole. The *African Social Development Review*, published by ECA in 2010 and 2011, called for a stronger role of the regional economic communities (RECs) in the management of migration for development in Africa. ECA activities on international migration also led to partnerships with the African Union Commission, RECs, IOM, research networks and development partners.

With regard to the second strategic pillar, ECA researched the developmental role of international migration in areas such as financing for development (remittances), poverty alleviation, gender inequality and climate change. The multiple roles of migration in remittances, addressing poverty and providing cash flows through formal and informal channels to health, education, housing and other social needs are recognized in the policy research undertaken by ECA. This research also highlights the importance of mainstreaming the concerns of women and youth, as well as addressing social and gender inequalities to support the progress of Member States in achieving the Millennium Development Goals.

ECA undertook the following activities on international migration:

- (a) Integration of international migration in the strategic frameworks for 2008–2009, 2010–2011 and 2012–2013. During this period, ECA prepared and published five reports on international migration and development under four thematic areas: (i) implication for development in Africa; (ii) financial crisis, human rights and regional integration; (iii) the migration–climate nexus; (iv) cooperation and policy dialogue to promote regional integration and mainstreaming migration in development plans and strategies. These reports are major reference documents

for planners, policymakers and researchers, and support them in addressing migration and development concerns at country and regional levels.

- (b) Participation in the GMG and GMG working group meetings, and contribution to the GFMD.
- (c) Organization of the Africa Regional Policy Dialogue on International Migration (ARDIM), with the theme “Cooperation and Policy Dialogue to Promote Regional Integration.”

In October 2011 ECA initiated a regional policy platform for discussion on international migration and development in Africa, to pull together Africa’s common position on the international policy agenda on migration, and to start the process of Africa’s preparations for the 2013 HLD. ARDIM emphasized cooperation, African policy dialogue at regional and multilateral levels, implementation of policies and protocols on international migration, and frequent updates of migration policies in light of development cooperation among countries. Based on these recommendations, ECA will continue the dialogue on international migration and development leading to the 2013 HLD.

The regional dialogue will be structured around an “e-network” of scholars, policymakers and organizations, among others, and offer a platform for policy dialogue, knowledge-sharing and documentation of best practices in social development, including migration. Selected Member States are participating in a training workshop to review the e-network platform and its user-friendliness.

In preparation for the 2013 HLD, ECA will consolidate the outcomes of above-mentioned activities in one document to support Africa’s contribution to this event. It will organize a regional expert group meeting and convene policy dialogue on international migration and development in Africa. The commission will launch its fifth report, mentioned above, at the 2013 HLD.

Economic Commission for Europe

Since 2006 ECE has conducted a number of task forces and workshops to promote the collection and comparability of international migration data. Its work has included the measurement of emigration using data collected by receiving countries, analysis of international migration estimates using different definitions of “length of stay,” improving migration data using household surveys and assessing the socioeconomic conditions of migrants.

The Task Force on the Analysis of International Migration Estimates Using Different Length of Stay Definitions assessed the impact on international migration estimates of the use of different duration thresholds to define “usual residence,” assessed the

availability and accuracy of data on short-term migration and considered alternative definitions of short-term migration. The Task Force on Improving Migration and Migrant Data Using Household Surveys and Other Sources provided practical guidance on how to best use household surveys to measure levels and outcomes of international migration and the characteristics of migrant populations. Finally, the Task Force on Measurement of the Socio-economic Conditions of Migrants is studying the socioeconomic dimensions most relevant to better understanding the situation of different migrant groups.

One result of these task forces was the publication *Guidelines for exchanging data to improve emigration statistics*,¹⁰ which addresses the use of immigration data in countries of destination to improve emigration data in countries of origin.

One outcome of the workshops held under the Development Account project was the Clearing House on Migration Statistics, developed by ECE to facilitate the collection, dissemination and sharing of basic migration data, initially from twelve countries in Eastern Europe, the Caucasus region and Central Asia.¹¹ It is available in English and Russian, has a user-friendly interface, and is intended to improve the availability and comparability of data through a flexible tool for collecting, disseminating and sharing basic migration data between the countries. The establishment of a centralized location to store and disseminate migration data improves their accessibility to outside users. In the past, many of these data were not publically accessible or presented in a standardized manner using internationally agreed definitions of international migration. The data repository increases the potential for regional comparability of migration data and improving estimates of regional emigration by utilizing immigration data in the region.

Economic Commission for Latin America and the Caribbean

ECLAC, through its Population Division, CELADE, recently published the report “*Viejos y nuevos asuntos en las estimaciones de la migración internacional en América Latina y el Caribe*” (Old and new inputs in the estimations of international migration in Latin America and the Caribbean)¹² as part of its *Población y Desarrollo* series (2011). Among other publications, the book *Latin America and the Caribbean: International Migration, Human Rights and Development* (2008) emphasizes the human rights dimension of international migration and its relationship with the development process in Latin America and the Caribbean.

In addition to its activities as lead agency in the Development Account project, ECLAC worked closely with the Organization of American States on implementing the

¹⁰ This document may be downloaded from www.unece.org/index.php?id=17456.

¹¹ To access the database, visit: w3.unece.org/pxweb/database/STAT/89-MCH/01-MCH_1/?lang=1.

¹² The documents (in Spanish) is available at www.eclac.cl/cgi-bin/getProd.asp?xml=/publicaciones/xml/8/42708/P42708.xml&xsl=/celade/tpl/p9f.xsl.

Continuous Labour Migration Reporting System for the Americas and drafting the first annual report, presented in Washington, D.C. in July 2011.

In the framework of cooperation with the Ibero-American General Secretariat and IOM, ECLAC provided support for the organization of the sixteenth Ibero-American Summit of Heads of State and Governments in 2006 in Montevideo, Uruguay, with the central topic of international migration and development. The Montevideo Commitment on Migration and Development was approved by the Heads of State and Government of the 22 Member States at the summit.

ECLAC also supported the organization of the Ibero-American Forum on Migration and Development in Cuenca, Ecuador, in 2008, which resulted in the launch of a migration plan known as the “Cuenca Plan.” At this event, the commission’s proposal to place human rights at the core of the discussions on international migration among origin, transit and destination countries was highlighted. The proposal recognizes the positive contribution of migrants to development, promotes full respect for migrants’ human rights and advocates for the humanization of migration processes. It also calls for the identification and dissemination of best practices in the field of international migration.¹³

In July 2010 ECLAC played an active role in the second Ibero-American Meeting on Migration and Development in San Salvador, submitting the framework paper “*Impactos de la crisis económica en migración y desarrollo: respuestas de políticas y programas en Iberoamérica*” (Impacts of the economic crisis on migration and development: Policy and programme responses in Ibero-America).¹⁴

Between 2008 and 2010, CELADE executed a project entitled “Gender Equality, Reproductive Rights, and Respect for Cultural Diversity in Latin America and the Caribbean: Promotion of the sexual and reproductive health, including gender-based violence (GBV) and HIV/AIDS, of mobile populations, particularly youth and women, in five vulnerable border areas,” as part of a regional initiative by the UN Population Fund (UNFPA).¹⁵ Six reports were prepared on the situation of migrant populations on the borders between Argentina and the Plurinational State of Bolivia, Ecuador and Colombia, Costa Rica and Nicaragua, Guatemala and Mexico, and the Dominican Republic and Haiti, including a comparative perspective on the five border areas.

More recently, ECLAC collaborated actively with the Government of Chile (pro tempore Chair of the Community of Latin American and Caribbean States, or CELAC) to prepare the first statistical compendium on international migration between CELAC countries and the EU region. The compendium was presented by Chile at the first EU-CELAC

¹³ The “Conclusions” document of the forum is available from www.segib.org/upload/FIBEMYD-EDIT%20ENGLISH.pdf.

¹⁴ More information about the meeting is available at www.eclac.cl/cgi-bin/getProd.asp?xml=/celade/noticias/0/40240/P40240.xml&xsl=/celade/tpl-i/p1f.xsl&base=/celade/tpl/top-bottom.xsl.

¹⁵ For more information about the project, visit www.eclac.org/cgi-bin/getProd.asp?xml=/celade/noticias/noticias/0/36310/P36310.xml&xsl=/celade/tpl/p1f.xsl&base=/celade/tpl/top-bottom.xsl.

Summit of Heads of State and Government, in Santiago, Chile in January 2013. The document describes the migration exchanges and characteristics of migrants in both regions, particularly between 2000 and 2010. It also analyses initiatives for dialogue between the two regions and proposals made as part of the overall approach of the European Union, along with those recently adopted by CELAC, which represent its Member States' position on intra- and extraregional migration¹⁶.

Economic and Social Commission for Asia and the Pacific

The Asia–Pacific Regional Coordination Mechanism Thematic Working Group on International Migration including Human Trafficking,¹⁷ co-chaired by ESCAP and the IOM Regional Office for Asia and the Pacific, conducted an analysis of subregional international migration dynamics and published the Situation Report on International Migration in East and South-east Asia (2008)¹⁸ and the Situation Report on International Migration in South and South-west Asia (2012).¹⁹ The two reports provide a unique, comprehensive overview of migration trends in 26 countries of the Asia-Pacific region and an analysis of thematic issues of concern to the region, such as labour migration, remittances, gender, health and the protection of the rights of migrant workers.

ESCAP has also led the preparation of several research papers on migration and development, covering the social implications of international migration in Asia (2008), the impact of remittances in Central Asia (2010) and strengthening of capacities to make migration work for development in the ESCAP and ESCWA regions (2011). A database on labour migration outflows from selected countries in the region will also be made available online in 2013.

Through workshops and meetings with partners such as IOM and UN DESA, ESCAP has facilitated discussion on the multidimensional aspects of international migration and its linkages with development. These include a policy dialogue on international migration in East and South-east Asia (2007); an expert group meeting on international migration and development in Asia and the Pacific (2008); a policy dialogue on the impacts of the global economic crisis on international migration (2009); activities under the UN Development Account project and round table discussions following the launch of the *Situation Report on International Migration in South and South-west Asia* (2012).

Regarding advocacy, the *Saphan Siang* (“Bridge of Voices”) campaign of the Thematic Working Group on International Migration including Trafficking aimed to promote

¹⁶ The situation report may be downloaded from www.unescap.org/publications/detail.asp?id=1528.

¹⁷ The Asia-Pacific Regional Coordination Mechanism Thematic Working Group on International Migration including Human Trafficking comprises the following 15 UN and UN-related entities: ESCAP (co-Chair), IOM (co-Chair), ILO, the Office for the Coordination of Humanitarian Affairs, the Office of the UN High Commissioner for Human Rights (OHCHR), UN Women, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UN Inter-agency Project on Human Trafficking (UNIAP), UNICEF, the UN Office on Drugs and Crime (UNODC), WHO and the World Bank.

¹⁸ The report was a collaboration among IOM, ILO, UNAIDS, UNDP, UNFPA, UNICEF and the UN Fund for Women.

¹⁹ The report was a collaboration among IOM, ILO, OHCHR, WHO, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNODC and UN WOMEN.

better understanding between citizens of the host country, Thailand, and its migrant workers, and put forward a more positive image of migrants in line with their contributions to the Thai economy and society. The campaign was launched in mid-2011 with the support of a number of organizations, including ILO, IOM, ESCAP and World Vision International. The campaign aired a commercial on Thai television and hosts a website and Facebook community page where migrants and Thais share videos about their views and experiences, including the positive contribution that migrants make to Thailand.²⁰

In July 2012 the campaign included a photo competition and exhibition at the Bangkok Art and Culture Centre showing 50 photos of the positive contributions and experiences migrant workers can have in Thailand. The Saphan Siang campaign will also be featured as a side event at the Asia-Pacific Regional Preparatory Meeting for the 2013 HLD in October 2013.

Economic and Social Commission for Western Asia

The third issue of the ESCWA Population and Development Report in 2011 focused on the theme “International Migration and Development in the ESCWA Region.”²¹ In addition, ESCWA has published “social development bulletins” entitled “Migration Policies in the ESCWA Region” and “The Impact of the Financial Crisis on International Migration in the Arab Region,” as well as a social policy brief on “International Migration of Youth in Arab Countries.”

ESCWA has also worked on developing a training kit entitled “International Migration Statistics: Meeting the International Recommendations” and a “Compendium of Social Statistics and Indicators: International Migration in the ESCWA Region.”²² The commission also held the Regional Workshop on International Migration Statistics in Cairo in 2009, to enhance and upgrade Arab countries’ knowledge of international recommendations, concepts and definitions regarding international migration statistics.²³

Finally, ESCWA also participated in the first Senior Officials’ Meeting of the 21-member Abu Dhabi Dialogue in Dubai in January 2012. The meeting focused on the Technical Report, which serves as the discussion paper for Abu Dhabi Dialogue II.

²⁰ Visit the campaign website at www.saphansiang.com.

²¹ The report is available at www.escwa.un.org/information/publications/edit/upload/E_ESCWA_SDD_11_Technical%20Paper-5_e.pdf.

²² For more information, see: www.escwa.un.org/information/publications/edit/upload/sd-09-TP3.pdf and www.escwa.un.org/information/publications/edit/upload/sd-09-12.pdf.

²³ Documents from the workshop are available from www.escwa.un.org/information/meetingdetails.asp?referenceNum=1017E.

2. Support provided to the Global Forum on Migration and Development

The activities of ECE support the GFMD goal to improve the measurement of migration and its use in evidence-based policymaking. ECE works towards improving the quality and availability of statistics on international migration by developing common definitions, methods and practices, and promoting them across the ECE region. It also develops capacities in Eastern and South-eastern Europe, the Caucasus region and Central Asia to improve migration statistics. Since 2000, biannual work sessions on migration statistics have provided a platform for the exchange of good practices.

ECA supports the GFMD primarily by promoting Member States' understanding and mainstreaming of international migration in development plans and strategies at the national and regional levels. It also contributes to the GFMD through statutory bodies, namely, the Ministerial Conference, the Intergovernmental Committee of Experts, and divisional committees such as the Human and Social Development Committee and the Committee on Women and Development.²⁴

ECA also supports the GFMD through the African Development Forum (ADF) and the Big Table.²⁵ The ADF is a major intellectual gathering for discussion and consensus-building on emerging issues. It is designed to share knowledge and generate outcomes and actions by Member States. International migration has featured in various ADF themes, such as youth migration, climate change and sustainable development.

ECA particularly supported the Government of Mauritius, the Chair-in-Office of the sixth GFMD in 2012. The Commission participated in and contributed to three workshops organized by Mauritius and other partners: (a) a brainstorming meeting entitled "Enhancing Intra-African Cooperation on Migration and Development Policy and Practice"; (b) a workshop on mainstreaming migration into development planning; and (c) the High-level Forum on Harnessing Diaspora Resources for Development in Africa, organized by the African Union Commission and the World Bank. ECA supported the participation of four regional economic communities (the South African Development Community, the Economic Community of West African States, the Common Market for

²⁴ The annual meeting of the African Ministers of Development Planning and Finance is organized jointly by the African Union Commission and the UN Economic Commission for Africa. These issues are often on the agenda of the Intergovernmental Committees of Development Bank, and ECA frequently discusses the economic and social dimensions of international migration through the Intergovernmental Committee of Experts, the governing body of ECA subregional offices in Cameroon, Morocco, Niger, Rwanda and Zambia. They are also included in Member States' preparations for climate change negotiations and in the review of the implementation of the sustainable development agenda in the continent.

²⁵ The Big Table is an initiative designed by ECA to promote the dialogue between African Finance Ministers and their OECD counterparts. The meeting is organized every year with a unique format and agenda designed for maximum interactive dialogue, without formal statements. The first Big Table was held at the ECA headquarters in Addis Ababa and discussed pro-poor growth policies and the international development goals, lessons learned from the Poverty Reduction Strategy Paper process and emerging capacity-building needs.

Eastern and Southern Africa and the Intergovernmental Authority on Development) in these workshops.

ECLAC was invited by the Government of Mexico to participate in the fourth meeting of the GFMD in Puerto Vallarta, Mexico, in 2010, at both the Civil Society Days and the Government Days, where the head of CELADE made a statement at one of the opening sessions.

ESCAP held the Asia-Pacific High-level Meeting on International Migration and Development in September 2008, which provided a forum for its members and associate members to exchange experiences on migration management and promote a dialogue on the nexus between migration and development. This served as a regional preparatory meeting for the second GFMD in Manila.

As co-Chair of the Asia-Pacific Regional Coordination Mechanism Thematic Working Group on International Migration including Human Trafficking, ESCAP also jointly organized the Asia-Pacific Regional Preparatory Meeting for the GFMD in September 2010. This provided a forum for dialogue on the multidimensional aspects of international migration and formulated a common regional position and recommendations on international migration in Asia and the Pacific for the GFMD in Puerto Vallarta, Mexico. The meeting concluded with the Bangkok Statement on International Migration and Development.²⁶

3. Identified good practices

Taking a regional approach to migration and development enables a focus on the particular characteristics of migration in the respective region. The convening power of regional commissions in this regard is important, as they can leverage their relations with governments in their respective regions to promote engagement on the topic of migration. This has been especially important in the ESCWA region, where intraregional migration is large-scale and extremely important for the concerned labour markets, and countries of origin and destination are both represented.

Where significant interregional migration occurs, collaboration between the regional commissions has also been extremely productive and rewarding, thanks to the capabilities, experience and knowledge of each Commission in the field of international migration. The experiences with the framework of the Development Account project showed that discussions among the commissions are enriching, as each can present its specific experience while learning from the others. Despite regional differences, they have been able to identify common concerns and best practices. Combining the convening powers of multiple regional commissions to discuss migration and development issues common to the regions can facilitate dialogue which goes beyond

²⁶ For details of the outcomes document, refer to www.unescap.org/publications/detail.asp?id=1419.

regional boundaries. The dialogue is thus more inclusive of both countries of origin and destination, and at the same time targets particular migration corridors.

Cooperation, networks and synergies created with the leading actors in migration, namely governments, civil society organizations, research centres, academic institutions, regional networks and international organizations are important for the success of any project in the field of international migration.

Regarding good practices at country level encountered by the regional commissions in the course of their work, ESCAP has noted that many countries have enacted laws and established institutions to better protect their citizens at home and abroad. These include: (a) setting up dedicated agencies to manage migration flows and provide services to migrants and their families, including pre-departure training; (b) licensing and regulating private recruitment agencies; establishing state corporations to compete with private recruitment agencies; (c) screening employment contracts for departing migrants; and (d) posting labour attachés or welfare officers in countries of destination to provide services to migrants.

There have also been successes in increasing formal channels for sending and investing remittances. Partnerships between government, financial institutions and money transfer operators have been created to enhance competition. New remittance technologies, such as mobile banking, and partnerships with mobile phone companies have improved access to formal transfer channels. Some governments have also entered into bilateral negotiations to reduce transfer costs by improving access to financial institutions in countries of destination. However, a large proportion of remittances are still transferred through informal channels. Increased use of formal channels and increased financial literacy of migrants and remittance receivers are also still needed.

Countries of origin and destination are increasingly entering into bilateral agreements and memorandums of understanding on temporary labour migration, in order to provide a regulatory framework for temporary labour migration between countries. The effect is a reduction in irregular migration through the establishment of formal migration channels that are clear and regulated. For example, the Republic of Korea's Employment Permit System (EPS), begun in 2004, establishes quotas for foreign workers per industry and also foresees pre-departure training of the foreign workers, including language training. Under the EPS, the Republic of Korea has concluded memorandums of understanding with 15 other Asian countries.²⁷

²⁷ These 15 countries are as follows: Bangladesh, Cambodia, China, Indonesia, Kyrgyzstan, Mongolia, Myanmar, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand, Timor-Leste, Uzbekistan and Viet Nam.

Greater regional cooperation among countries through existing subregional economic communities has produced commitments and strategies such as the ASEAN²⁸ Declaration on the Protection and Promotion of the Rights of Migrants Workers (2007); the SAARC²⁹ Regional Strategy on HIV and AIDS (2006–2010); and the Agreement on the Establishment of the Council of the Leaders of Migration Agencies of the Member States of the CIS (2007).³⁰ ASEAN foresees a free flow of skilled labour by 2020 and is working to facilitate the issuance of visas and employment passes for ASEAN professionals and skilled labour. As a first step, ASEAN has already agreed on the Mutual Recognition Agreement for Nurses, Dental and Medical Practitioners, engineering and architectural services, surveying professionals and accountancy services. This agreement, however, does not extend to unskilled workers.

Inter-State fora on migrant issues enable discussion of concrete activities for the development of a comprehensive framework to manage migration. Examples include the Colombo Process, a regional consultative body of Asian countries of origin for the management of overseas employment and contractual labour, and the Abu Dhabi Dialogue, which brings together the Colombo Process countries with the Gulf Cooperation Council (GCC) countries of destination, as well as Malaysia, Singapore and Yemen.

4. Challenges identified in carrying out the regional commissions' work

For many countries, particularly countries of destination, migration is still an extremely controversial subject, as it touches on sovereignty and human rights, as well as economic, social and cultural questions. For example, in some countries in the ESCWA region, migrants make up the majority of the labour force and, sometimes, even the population. Although these countries recognize the importance of migration (referred to as “temporary contractual labour” or “expatriate labour”), their economies are built on a particular vision of temporary labour migration which is not consistent with global best practice and has perverse effects on the employment prospects of their own nationals. Given the controversial nature of these practices and the criticism they have attracted, ESCWA countries are reluctant to engage in free-ranging debates on the subject, especially where migrants' rights are involved.

There are often divergent positions between countries of destination and origin: while countries of destination pursue policies aimed at shaping immigration according to their interests, countries of origin would prefer that these countries open their labour

²⁸ The Association of Southeast Asian Nations (ASEAN) is a geopolitical and economic organization of 10 countries in South-east Asia, namely, Brunei Darussalam, Myanmar, Cambodia, Indonesia, Lao People's Democratic Republic, Malaysia, the Philippines, Singapore, Thailand and Viet Nam.

²⁹ The South Asian Association for Regional Cooperation (SAARC) is an economic and political organization of eight countries in Southern Asia, namely, Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka.

³⁰ The Commonwealth of Independent States (CIS) is a regional organization comprising participating countries from the former Soviet Republic.

markets to their citizens and increase their protection. However, these differences occur under unequal power dynamics, as countries of origin are often not able to assert themselves effectively and suffer from a lack of dialogue that could break down confrontational relationships and build trust.

In many regions there are weaknesses in the capacity of regional organizations, such as the League of Arab States and the Arab Labour Organization, to implement commitments on migration and development agreed to by their Member States. For example, agreements on the movement of Arab manpower and social insurance in other Arab countries exist, but their implementation is weak.³¹

There is still a low level of ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families. Ratification has been mostly supported by countries of origin, and the lack of interest of countries of destination increases the difficulty for international organizations to work on migrant rights issues within an internationally recognized framework.

With some exceptions, reliable, up-to-date and publicly accessible data in line with international standards on migration and migration-related policies are still scarce, making it difficult to assess the true impacts of migration on development and the policies undertaken in this area to inform public debate on the issue. The important element of irregular migration is also a factor in this.

5. Gaps evident within the migration and development sphere

There is a lack of broad understanding of the issues around migration and development by many governments. Although the importance of remittances is acknowledged, there is often little deep engagement on how these could be optimized for development. Also, despite the rhetoric about the importance of diasporas, the actual engagement of diasporas as development partners is often not systematized. In countries of destination, the high level of reliance on migration for labour can create a certain momentum which renders the implementation of a more development-friendly management of migration difficult. Migration is therefore often not fully mainstreamed into countries' development strategies, including those that aim for poverty reduction.

Migration management frameworks across regions are not human rights-centred. Human rights abuses of low-skilled migrant workers, such as in the GCC countries and South-east Asia, are often facilitated by legal and regulatory systems which place migrants in situations of vulnerability. This, inter alia, reduces the development impact of migration. Also, bilateral cooperation on migration management provides few protections for migrant workers in many cases. Discussions between countries of origin and destination have been largely confined to regulating the movement of workers,

³¹ A copy of the declaration is available at www.poplas.org/uploads/publication/pdf/mig_dec_en.pdf.

and have privileged less formal, non-binding memorandums of understanding, which are easier to negotiate, implement and modify according to changing economic and labour market conditions than formal bilateral agreements. However, many of these memorandums of understanding do not specify minimum standards for conditions of work, and their monitoring and enforcement mechanisms are also weak.

Migration policies are often not gender-sensitive, as they do not acknowledge how gender conditions migrants' experiences at home and abroad. Instead, as a response to vulnerability, exploitation and abuse, the labour migration of women – particularly young women – from many Asian countries has been subject to government restrictions by both countries of origin and destination. Government bans on the migration of young women often encourage many to migrate through irregular channels, placing them at greater risk of abuse and exploitation than if regular channels for migration had been available to them.

The right to social protection for labour migrants is widely accepted and recognized as one the most important factors for the well-being of migrant workers, their families and communities as a whole. However, through the Development Account project the lack of unemployment benefits, protection against injury and sickness, maternity benefits, health care and portability of pensions has become evident, for example, in the case of migrants from the ESCAP region working in the ESCWA region.

Current migration management systems do not effectively address irregular migration. For example, increases in irregular migration in the Asia-Pacific region have been linked to the high cost of migration through regular channels. The high demand for employment abroad often leads to higher transaction costs, despite official policies to limit such fees. The high costs and burdensome bureaucratic requirements of the migration process in many instances lead to migrants resorting to irregular migration channels.

The limited role of governments in migrant recruitment has led to the widespread commercialization of the management of migrant labour flows, and has given rise to irregularities and abuses throughout the migration process, imposing costs on migrants and their families.

Almost all countries of destination have made efforts to limit, and even in some cases avoid, permanent settlement by labour migrants through migration regulations that make residence time-bound, temporary and tied to the primary migrant only. Countries of destination tend not to be open to the permanent settlement of migrant workers, except for those who are highly qualified and family members of citizens.

In many regions, there is a shortage of training and research institutions to assist governments to develop the technical expertise to formulate and implement migration and development-related policies, and negotiate and cooperate on migration issues in bilateral and multilateral fora.

6. Recommendations for the 2013 High-level Dialogue

The regional commissions propose the following possible recommendations and outputs for the 2013 HLD:

Recommendations

- (a) Effective protection and promotion of human rights of all migrants, regardless of their status, must be at the core of all migration and development-related policies. Migration policies must be sensitive to local factors, such as inequities, discrimination and poverty, which make migrants vulnerable, especially in border areas. Countries of destination should share the responsibility of protecting migrants with countries of origin; thus, all relevant stakeholders need to be included in this process.
- (b) Due to gender-specific vulnerabilities and the nature of their work, the protection of migrant women should be a priority for specific policy interventions. This should also be the case with migrant youth and children affected by migration.
- (c) Countries should promote the understanding and consider the ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families and other relevant conventions and protocols. Those that have already ratified them should ensure their full implementation and adopt a comprehensive, rather than security-oriented, approach to irregular migration, while targeting those engaged in human trafficking.
- (d) Countries should mainstream migration into their national development strategies using the framework provided by the GMG handbook, *Mainstreaming Migration into Development Planning: A Handbook for Policymakers and Practitioners*, to ensure policy coherence in migration and development, as well as in development-friendly migration policies. This would require coherence and coordination between national authorities working on, inter alia, migration, social affairs, security, development planning and international relations.
- (e) Investment in data collection, documentation of best practices and establishment of networks for knowledge-sharing are important for promoting international migration and development at the regional level. At a minimum, all countries should review and implement the five steps described in *Migrants Count: Five Steps Toward Better Migration Data*, a report by the Center for Global Development.³² In addition, information on the characteristics of migrants, and the impacts of migration on migrants and the places they move to and leave, should be improved. Concerted efforts are needed to collect, standardize and publish time-series data

³² The report is available at www.cgdev.org/publication/migrants-count-five-steps-toward-better-migration-data.

and qualitative information on such topics as emigration of nationals; irregular migration; remittances; integration of immigrants in destination countries; return, repeat and circular migration; and environmental migration.

Member States and development partners should invest in gender-disaggregated data and statistical analyses, to generate new knowledge and support development plans and policies. Research findings on the contribution of migrants to the socioeconomic development of countries of origin and destination should be widely disseminated.

- (f) Countries should cooperate at the bilateral, regional and international levels, to ensure the portability of social benefits between countries of origin and destination. This is particularly important where a circular migration model is adopted.
- (g) Countries should work to harness remittances and diaspora resources for development. There is a need for managerial and financial measures to facilitate the flow of resources. These should consider issues such as the facilitation of trade and investment and low-cost money transfers, and should be based on the “partnership with diasporas” principle.
- (h) Countries of origin and destination should cooperate throughout the migration cycle to ensure the protection of migrant workers from the pre-departure stage, through to their travel, their time in the country of destination, and, where relevant, their return to the country of origin.
- (i) More attention should be given to preparing migrants for their return to their country of origin and ensuring their successful reintegration. The principle of voluntary return should be reinforced.
- (j) Countries should consider the possibility of allowing family unification, as labour shortages driving temporary labour migration are unlikely to be temporary, and family unification policies can allow better integration of migrants into the societies of countries of destination.
- (k) Countries should consider and address the root causes of irregular migration, such as restrictive migration policies; poverty and unemployment; and large, informal labour market sectors in countries of destination. A comprehensive policy needs to include coordination between both origin and destination countries and address the costs and barriers to regular migration in order to curtail irregular migration, including trafficking.
- (l) Labour migrant-sending and -receiving countries should work together to reduce the costs and requirements involved in the migration process through existing platforms such as the Colombo Process and the Abu Dhabi Dialogue. This includes

measures to ensure the transparency of the recruitment process and the protection of migrants by effectively regulating and monitoring recruitment agencies in both countries of origin and destination.

- (m) Given the significance of migration within regions, regional migration frameworks which promote coherent responses and cooperation between countries of origin and destination, such as the African Union's Migration Policy Framework for Africa, should be established. These should develop standards to protect the rights of migrants, including basic labour standards for migrant workers. Countries should develop migration policies that reflect national concerns as well as regional interests and commitments.
- (n) UN and other international, regional and non-governmental organizations should help develop governments' capacities to implement migration policies, strategies and frameworks at all levels.
- (o) Governments, UN, other international and regional agencies and organizations and academia should undertake in-depth policy research on international migration at all levels to provide baseline information which would inform new policy. Possible research foci include the socioeconomic contributions of migrants to their countries of origin and destination; the gender and social dimensions of international migration; the role of international migration in social protection and poverty alleviation; the role of international migration in demographic and social change; and the impacts of international migration on social institutions.
- (p) An assessment of the progress made since the United Nations Recommendations on International Migration Statistics in 1998 should be undertaken to evaluate the current state of international migration statistics to see how migration statistics have progressed since the recommendations and to determine future actions still needed.
- (q) The GMG should be strengthened through the creation of a secretariat and a multi-year workplan, in order to support its work in promoting policy coherence of migration within the UN system.
- (r) Interregional, regional and subregional coordination and cooperation on migration issues should be enhanced through, inter alia, regional and subregional networks of migration stakeholders, including the regional consultative processes on migration.
- (s) Regional commissions should take the lead in adapting the global migration and development agenda to the specificities of different regional contexts. The regional coordination mechanism could be an appropriate means to achieve this

by ensuring common, coherent and appropriate regional responses to migration and development issues from the UN system, in the context of “Delivering as One.”

Suggested outputs

- (a) A commitment to a strengthened GMG with a secretariat and a multi-year funding plan;
- (b) A mandate for greater regional commission engagement in migration issues, including by hosting regional dialogues on migration and development-related issues, where relevant;
- (c) A commitment to the ratification and strict fulfilment of the International Convention on the Protection of the Rights of Migrant Workers and Members of their Families;
- (d) A commitment to work towards the creation of a Permanent Forum on Migration and Development, to provide expert, independent advice on migration and development-related issues, raise awareness and promote the integration and coordination of activities related to migration and development within the UN system, and prepare and disseminate information on migration and development-related issues. The Permanent Forum would work in close collaboration with the GMG, the Special Representative of the Secretary General on International Migration and Development and the UNHRC on special procedures on the rights of migrants;
- (e) A UN Declaration on International Migration and Development underlining the importance of linking migration and development and defining the principles underlying work in this area, for example, a rights-based approach, the mainstreaming of migration and inter-State dialogue and cooperation).



CHAPTER

11

**Special Rapporteur on
the Human Rights of
Migrants**

Special Rapporteur on the Human Rights of Migrants

The main functions of the Special Rapporteur on the Human Rights of Migrants¹ include examining ways and means to overcome obstacles to the full and effective protection of the human rights of migrants, recognizing the particular vulnerability of women, children, and those who are undocumented or in an irregular situation. The Special Rapporteur requests and receives information from all relevant sources, including migrants themselves, on violations of the human rights of migrants and their families; formulates recommendations to prevent and remedy such violations, wherever they may occur; promotes the effective application of relevant international norms and standards; recommends actions and measures at the national, regional and international levels to eliminate such violations; and takes into account a gender perspective when requesting and analysing information, with special attention to the occurrence of multiple discrimination and violence against migrant women.

In the discharge of these functions, the Special Rapporteur gives particular emphasis to practical solutions for implementing the rights relevant to the mandate, including by identifying best practices and concrete areas in and means for international cooperation. The Special Rapporteur presents annual thematic reports to the Human Rights Council and the UN General Assembly; undertakes country visits; sends communications to States; participates in conferences, seminars and panels; and issues press releases on issues relating to the human rights of migrants. The current mandate holder, François Crépeau, took up his functions on 1 August 2011.

1. Migration and development activities since the 2006 High-level Dialogue

Jorge Bustamante, the former mandate holder, from 2005 to 2011, carried out numerous visits in the period following the first High-level Dialogue (HLD) on International Migration and Development in 2006, including to the Republic of Korea (“South Korea”), Indonesia, the United States of America, Mexico, Guatemala, Romania, the United Kingdom, Senegal, Japan and South Africa. He also carried out the key functions of the mandate, including reporting to the Human Rights Council and General Assembly annually, and following up on information received through communications to States regarding cases of concern.

The current Special Rapporteur, François Crépeau, undertook his first country visit to Albania in December 2011. In June 2012, he presented his first annual report to the Human Rights Council (A/HRC/20/24), which focused on the detention of migrants

¹ The mandate of the Special Rapporteur was first established by the UN Commission on Human Rights (UNCHR) in 1999, pursuant to UNCHR Resolution 1999/44, and extended by UNCHR Resolutions 2002/62 and 2005/47 and UNHRC Resolutions 8/10 and 17/12, each for a period of three years. The mandate is global in scope.

in an irregular situation. In October 2012 he presented his first annual report to the General Assembly (A/67/299), focusing on migration and climate change. He decided to dedicate his thematic work in 2012 to a study on the management of the external borders of the European Union and its impact on the human rights of migrants. In this context, he visited Brussels to liaise with key EU institutions and subsequently carried out country visits to Tunisia, Turkey, Italy and Greece in 2012. These visits provided the case examples for the study, which constituted the Special Rapporteur's thematic report to the UN Human Rights Council (UNHRC) in May 2013 (A/HRC/23/46), with the four country visit reports as addenda. Since assuming his functions as mandate holder, the Special Rapporteur has sent 33 communications to States.²

Since his appointment in 2011, the current Special Rapporteur has prioritized engagement in relevant international events, including the Expert Meeting on Refugees and Asylum-Seekers in Distress at Sea, organized by UNHCR in Djibouti in November 2011; the GFMD Summits in Geneva in 2011 and in Mauritius in 2012; and the tenth and eleventh UN Coordination Meetings on International Migration and Development in New York in 2012 and 2013. In 2012 the Special Rapporteur also participated in an expert consultation on human rights at international borders organized in Geneva by the Office of the High Commissioner for Human Rights (OHCHR); a meeting on international migration, human rights and governance organized in Geneva by OHCHR and the Global Migration Policy Associates; and the thematic discussion on violence against migrants, migrant workers and their families held in Vienna by the UN Commission on Crime Prevention and Criminal Justice. The Special Rapporteur also participated at side events relating to the detention of migrants during the nineteenth and twentieth sessions of UNHRC in 2012.

2. Support provided to the Global Forum on Migration and Development

The Special Rapporteur attended the 2011 session of the Global Forum on Migration and Development (GFMD) in Geneva and participated in the GFMD Summit in Mauritius in 2012 as Rapporteur for the Common Space panel on “common ground and partnerships to protect migrants in distress.” He plans to continue engaging with the GFMD as a very relevant forum for his mandate in the years to come. The Special Rapporteur regrets the lack of attention given to the human rights of migrants by the GFMD, and is pleased to observe that while the GFMD was initially reluctant to invite the Rapporteur, this has since been rectified.

The Special Rapporteur will focus his 2013 report to the General Assembly on analysing international governance processes on migration, in particular, whether human rights are effectively mainstreamed in these processes, and this will include an analysis of the GFMD.

² Within the period 1 August 2011 and 18 March 2013.

3. Identified good practices

In the course of the Special Rapporteur's work, he will continue to highlight good practices as one method of assisting States in working towards the protection of the human rights of migrants.

For example, in the context of his report to UNHRC in 2012 on the detention of migrants in an irregular situation, the Special Rapporteur identified a number of non-custodial measures as an alternative to the detention of migrants in an irregular situation, including:

- (a) The registration of migrants with relevant authorities and the issuance of them with official registration documents to these migrants
- (b) The deposit of documents (passport or other identification documents) with relevant authorities
- (c) Release on bail, bond, or under surety or a guarantor
- (d) Periodic reporting to State officials
- (e) Case management or supervised release
- (f) Designated residence
- (g) Electronic monitoring
- (h) Home curfew or house arrest
- (i) Voluntary return programmes

Research has found that over 90 per cent compliance or cooperation rates can be achieved when persons are released to proper supervision and assistance. The alternatives have also proven to be considerably less expensive than detention, not only in direct costs, but also in terms of avoiding the longer-term costs associated with detention, such as the impact on health services, integration problems and other social challenges. In the context of his mandate, other good practices highlighted by the Special Rapporteur include:

- States accepting country visits by UNHRC special procedures³
- States following up on recommendations from special procedures
- States responding to communications by special procedures

³ The special procedures of the Human Rights Council are set by independent human rights experts with mandates to report and advise on human rights from a thematic or country-specific perspective. The Special Procedures System is a central element of the United Nations human rights machinery. As of 1 January 2013, there were 36 thematic and 12 country mandates.

4. Challenges identified in carrying out the Special Rapporteur's work

In carrying out his work, the Special Rapporteur has identified a number of challenges, including the following:

- (a) Insufficient human and financial resources provided to the mandate;
- (b) Slow ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (ICRMW), as well as the total absence of engagement on the part of countries of the Global North;
- (c) States continuing to conceptualize migration as an internal matter, and their reluctance to frame the issue within the framework of international human rights law;
- (d) Migration dialogues often taking place outside UN and human rights frameworks, with a focus on development and political aspects without properly integrating human rights concerns.

5. Gaps evident within the migration and development sphere

The Special Rapporteur is acutely aware of the complex nature of migration, including its development, economic, and political aspects, as well as the many interests at play. Despite this, the Special Rapporteur continually observes the gaps regarding the human rights of migrants, which manifest themselves in a number of ways:

Lack of knowledge

The Special Rapporteur notes a lack of knowledge and understanding, at all levels, of the human rights framework as it applies to migration, and, particularly, irregular migration. This is evident from the intergovernmental level down to the management level on the ground.

There is particular concern about a lack of human rights terminology, including the blurring of categories such as migrant smuggling and trafficking in human beings. While trafficking, by definition, includes exploitation and entails a number of serious human rights violations, smuggling is essentially the service of moving people from point A to point B, and does not necessarily involve any human rights violations (although it often does, especially when the border is difficult to cross).

It is important to avoid stigmatizing terminology such as “illegal migrant” or “illegal migration”; preferable expressions include “irregular migration” and “migrants in an

irregular situation”, which are in accordance with relevant international human rights standards. Although it may be an administrative offense, irregular migration is not a crime per se (against persons, property or security). The use of the expression “illegal migrant” should therefore be avoided at all costs.

Using incorrect terminology that negatively depicts individuals as “illegal” contributes to the negative discourses on migration and further reinforces negative stereotypes against migrants. Such language also legitimates a discourse of the criminalization of migration, which, in turn, contributes to the further alienation, discrimination and ill treatment of these persons on a daily basis.

Gaps in migration policy and governance

With the above overarching points in mind, the Special Rapporteur on the Human Rights of Migrants notes the following gaps in some key areas of migration:

Detention

As observed in the current Special Rapporteur’s first thematic report to the Human Rights Council (A/HRC/20/24), the detention of migrants in an irregular situation is becoming increasingly widespread, and States use a wide range of reasons to justify these practices. However, the right to liberty and security of person and the protection against arbitrary detention remain applicable in all situations where there is deprivation of liberty, including in immigration control. Legitimate objectives for detention are the same for migrants as for anyone else: when someone presents a risk of absconding from future legal proceedings or administrative processes, or presents a danger to their own or public security. Thus, detention should never be mandatory; it should only be a means of last resort. If used, reasons must be put forward by States to justify detention, and such reasons should be clearly defined and exhaustively enumerated in legislation.

Migrants who are detained find themselves in an especially vulnerable situation, as they may not speak the language of the detaining country and, therefore, not understand why they are detained or be aware of ways to challenge the legality of their detention. This may lead to situations in which migrants in detention are denied key procedural safeguards, such as prompt access to a lawyer, interpretation and translation services, and necessary medical care; means of contacting family members or consular representatives; and ways of challenging detention.

The long-term administrative detention of migrants, sometimes over a year, is frequent. Immigration detention remains far less regulated and monitored than criminal detention, leaving migrants at risk of, inter alia, prolonged detention, inadequate conditions and mistreatment. The Rapporteur has observed that migrants are sometimes detained

in unacceptable substandard conditions and can become victims of violence, and has received reports of sexual violence and abuse.

The Special Rapporteur is concerned that migrants are detained in a wide range of places, including prisons, police stations, dedicated immigration detention centres, unofficial migration detention centres, military bases, private security company compounds, disused warehouses, airports and ships, among others. Privately run migrant detention centres, in particular, pose difficulties in terms of monitoring. Where detention regimes are in place, States must ensure that migrants are kept in adequately monitored, dedicated detention centres, and should under no circumstances be detained together with criminal offenders in prisons or other criminal facilities.

Attention also needs to be paid to categories of migrants who may have particular protection needs while in detention. Detained women migrants are vulnerable to sexual violence; pregnant women migrants are also often detained. Children, including unaccompanied ones, and families with children should never be detained, as adequate alternatives to detention are available and/or should be put in place. Victims of trafficking are detained when they are not properly identified as such, and are sometimes prosecuted if they violate immigration laws and regulations relating to irregular entry or use of false documents.

Detention can be particularly damaging to vulnerable categories of migrants, including victims of torture, unaccompanied older persons, persons with mental or physical disabilities and persons living with HIV/AIDS. Another category of vulnerable migrants – stateless persons – do not benefit from the consular or diplomatic protection of a State, often do not possess identity documents and do not have a country to which they may be returned, and are, therefore, especially vulnerable to prolonged detention.

Criminalization of irregular migration

In 2008 the former Special Rapporteur presented a report to the Human Rights Council on the criminalization of irregular migration (A/HRC/7/12). Criminalizing irregular entry and/or stay can lead to unnecessary detention, prevent migrants from accessing such key rights as health or housing and encourage stigmatization, hostility and xenophobia against migrants.

Xenophobia

Lack of understanding about the human rights of migrants makes them an increasingly vulnerable group and easy targets of xenophobia. The Special Rapporteur observes that, as a result of this lack of information and understanding about migration, its root causes, and the positive contributions of migrants to society, migrants are increasingly subject to xenophobia, anti-migrant sentiment, hate speeches and hate crimes, which

in themselves are human rights violations and can lead to further, more serious human rights abuses, particularly when physical violence is involved.

Migrant children

Migrant children continue to be a particularly vulnerable category of migrants. In 2009 the former Special Rapporteur presented a report to the Human Rights Council on the protection of children in the context of migration (A/HRC/11/7). He noted that children who are unaccompanied or separated from their parents are particularly vulnerable to human rights violations and abuses at all stages of the migration process, and that the lack of distinction between adult and child migrants is a major challenge. Better knowledge about the rights of these children and the obligation to protect them is paramount.

Economic, social and cultural rights

In 2010 the former Special Rapporteur presented a report to the Human Rights Council on the rights to health and adequate housing in the context of migration (A/HRC/14/30). He emphasized that the enjoyment of these rights by all individuals in society – regardless of their citizenship, nationality and immigration status – is not only an end in itself as a matter of entitlement, but also a crucial means to ensure equitable human development and social integration of migrants in host societies.

The Special Rapporteur also liaised with the Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health on preparing his upcoming report to the Human Rights Council on migrants' right to health (A/HRC/23/41).

Borders

Some receiving States have responded to irregular migration by intensifying border controls, in some cases “externalizing” them to countries of origin and transit by using bilateral agreements and/or aid to transform these countries into buffer zones that reduce migration pressures on the receiving States, without any accompanying measures to ensure respect for the human rights of migrants in the process.

Lack of capacity

There appears to be a lack of trained personnel, in both governments and intergovernmental organizations, who work on migration issues from a human rights perspective. The financial crisis, which led to budget constraints in a number of UN Member States, has had a negative impact on the resources devoted to migration issues. The Special Rapporteur sees a need for increased training of public officials

at all levels, including within government ministries, on migrants' human rights; on the technical level, such training must include the police, border guards, immigration officers and detention centre staff.

Coordination gaps

While noting the important work of the GMG as the inter-agency coordination body on migration, the Special Rapporteur remains concerned about the continuing lack of a coordinated international approach to migration, which should have at its core a respect for human rights. There is a need to strengthen and reaffirm the essential role of the GMG, with increased focus on the human rights of migrants. There is also a need for greater involvement of the United Nations in the global debate on migration, which seems difficult to achieve so long as the GFMD remains a "government-led, informal, non-binding and voluntary process" focused on migration and development without giving enough attention to the human rights of migrants.

6. Recommendations for the 2013 High-level Dialogue

The Special Rapporteur suggests that the 2013 HLD should have an explicit and cross-cutting focus on the human rights of all migrants, including the human rights safeguards surrounding migrant detention. More specifically, the HLD could invite Member States to explore alternatives to immigration detention and address some of the other gaps noted in the previous section.

In particular, the 2013 HLD should promote real recommendations to States in the fields identified. These include strong recommendations on means to progressively abolish the administrative detention of migrants and concrete recommendations about securing all the relevant procedural safeguards for all migrants in detention.⁴

In addition to issues relating to detention, it is proposed that the HLD focus on a number of other key human rights concerns relating to migrants, and States and their non-State partners are called on to:

- (a) Focus on the fact that irregular entry and stay should never be considered criminal offences. Although they may constitute the violation of some administrative rules, they are not crimes per se against persons, property or national security. Irregular migrants are not criminals per se and should not be treated as such.
- (b) Ensure consistency in terminology, including by avoiding the use of the term "illegal migration"; keep clear the distinction between trafficking and smuggling; and ensure that irregular migrants, including smuggled migrants, are not criminalized.

⁴ See the recommendations of the current Special Rapporteur in his report to the Human Rights Council (A/HRC/20/24, Paragraphs 68–78).

- (c) Ensure awareness-raising on the human rights of migrants among the general public, as well as specific training of professionals dealing with migrants. All necessary measures must be taken to combat xenophobia and xenophobic violence against migrants, including through public discourse that fosters inclusiveness, non-discrimination and the recognition of diversity and pluralism as social assets; legislation, policies and practices to that effect; and the empowerment of all institutions, including human rights institutions, to implement and monitor such legislation, policies and practices.
- (d) Ensure effective protection of the human rights of children in countries of origin, transit and destination at every stage of the migration process and in all migration management procedures. Children should always be treated as children first and foremost, and the principle of the best interests of the child should always guide all decisions regarding children, whatever their status and circumstance. Avoiding the detention of migrant children, and giving them access to appropriate education and health care services, should be key objectives.
- (e) Ensure the enjoyment of all economic, social and cultural rights – including the rights to education, health and adequate housing – for all migrants, irregular migrants included.

While States have the power to admit or deny the entry of foreigners, they have an obligation to respect the human rights of all migrants in the process. Unless otherwise specified in rare cases, human rights are not reserved for citizens: they benefit everyone who is on any State's territory or within its jurisdiction, whatever their status.

CHAPTER

12

UN Women



United Nations Entity for Gender Equality
and the Empowerment of Women

UN Women

UN Women (or the UN Entity for Gender Equality and the Empowerment of Women)¹ supports UN Member States, as they set global standards for achieving gender equality, and works with governments and civil society to formulate and implement policies, legislation and programmes that operationalize these standards. It addresses five priority areas: increasing women’s leadership and participation; ending violence against women; engaging women in all peace and security processes; enhancing women’s economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system’s work in advancing gender equality and women’s rights.

UN Women’s work on migration responds to the increasing independent labour migration of women as an enduring structural feature of most world regions – a phenomenon full of possibilities, but also carrying the risk of abuse in the absence of gender-sensitive rights protections at all stages of migration. UN Women works with States, civil society, other UN agencies, IOM and the private sector at the global, regional, and national levels to create gender-sensitive policy and institutional environments; strengthen the capacity of partners, especially women migrant workers’ organizations, to claim their rights and entitlements; promote multi-stakeholder dialogue; and raise public awareness on women migrant workers’ rights. UN Women has been working closely with ILO, IOM and others to support the ratification and implementation of the ILO Convention Concerning Decent Work for Domestic Workers (No. 189).

1. Migration and development activities since the 2006 High-level Dialogue

Country and regional initiatives on migration and development

Some 27 UN Women country offices in Asia and the Arab States, Latin America and the Caribbean, and the Eastern Europe and Central Asian regions have been working with national and regional partners on migration and development initiatives in the following areas:

- (a) *Data collection and research.* These are focused on trends in the following areas: women’s migration; gaps and good practices in rights-based protections in ASEAN, East, South and South-east Asian, and Gulf countries (2012); international migration

¹ The UN General Assembly created UN Women in July 2010 as part of the UN reform agenda, bringing together resources and mandates for greater impact. It merged and built on the important work of four previously distinct parts of the UN system which focused exclusively on gender equality and women’s empowerment: the Division for the Advancement of Women, the International Research and Training Institute for the Advancement of Women, the Office of the Special Advisor on Gender Issues and Advancement of Women, and the United Nations Development Fund for Women (UNIFEM). For a directory of UN resources on gender and women’s issues, visit www.un.org/womenwatch/directory/un_women_10001.htm#sthash.ZQmdXrrq.dpuf.

in South and South-west Asia,² as well as Kazakhstan, Kyrgyzstan, Tajikistan, the Republic of Moldova and the Russian Federation; women in global care chains in Argentina, Bolivia (Plurinational State of), Chile, Costa Rica, Ecuador, Nicaragua, Paraguay, Peru and Spain (2012); migration legislation from a gender perspective in Bahrain, Bangladesh, Cambodia, India, Indonesia, Jordan, Lao People's Democratic Republic, Nepal, the Philippines, Singapore, Thailand, the United Arab Emirates and Hong Kong, China (2013); gender, migration and development in Latin America (2008); and remittances for development in Indonesia (2009); Albania, Lesotho, the Philippines and Senegal (2010); and Ecuador and Ghana (2013). The data and research findings from these efforts have been and are being used in advocacy for policy and legal reform, capacity-strengthening and public awareness-raising on the promotion and protection of women migrant workers' rights.

- (b) *Mainstreaming migration into national development strategies.* UN Women has been working with UNDP and IOM to mainstream migration into development planning from a gender perspective in the Republic of Moldova via the Mainstreaming Migration into Development Planning pilot project of the GMG. UN Women has also been working with the Government of Nepal to mainstream migration-related gender issues into development strategies.
- (c) *Gender-sensitive, rights-based policy and legal reform.* Initiatives include policy advocacy and technical assistance for the introduction and implementation of gender-sensitive migration, as well as the introduction of new, or the reform of existing, labour legislation for migrant workers, including domestic workers, at the national and subnational levels (for example, in Cambodia, Indonesia, Jordan, Nepal, Tajikistan and Viet Nam).
- (d) *Gender-sensitive migration management.* Through its country and regional programming, UN Women has been supporting the capacity strengthening of subnational and national institutions managing migration flows. It has also facilitated policy dialogue, sharing of good practices for scaling up and better coordination between multiple stakeholders and different government departments across countries of origin, transit and destination in the Asia and Arab States, Eastern Europe and Central Asia, and Latin America and the Caribbean regions for gender-sensitive policy formulation and implementation at all stages of migration, including in partnership with IOM, through the Central Asia Regional Programme in Kazakhstan, Kyrgyzstan, the Russian Federation and Tajikistan.
- (e) *Capacity-strengthening for women migrant workers' organizations, including domestic workers.* This enables women migrant workers to be at the policy table, claim rights and entitlements and access services in countries of origin and

² UN Women contributed the chapter entitled "Gender and international migration" to the *Situation Report on International Migration in South and South-west Asia*, which was produced by the Asia-Pacific Regional Coordination Mechanism Thematic Working Group on International Migration including Human Trafficking. Gender issues in migration were also mainstreamed throughout the report.

destination. UN Women has in the first instance catalysed the establishment of women migrant workers' organizations (including in Indonesia, Jordan and Nepal) and strengthened the capacity of existing organizations to influence migration policy and claim their entitlements. Together with ILO it has supported the creation of a Caribbean civil society network as a result of the GFMD-related work with governments to implement legal and social protections for domestic workers.

Other capacity-strengthening activities in the greater Asian region and Europe have included community awareness-raising and information on the risks and benefits of migration and legal migration channels; pre-departure information dissemination and training on rights protection, savings and remittances, and access to assistance; referral services for trauma counselling; paralegal training and support with access to justice; training on business development and expansion; and access to credit and the productive investment of remittances.

Global activities on migration and development

The work of UN Women in migration and development has expanded globally in recent years, and includes:

- (a) *Analytical work, including policy analysis.* This includes publications on the impact of the financial and economic crisis on women's employment, including that of women migrant workers; introducing legal and social protections for domestic workers in line with the ILO Convention on Domestic Work and other related human rights instruments, produced in partnership with the International Confederation of Trade Unions; and the strategic use of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) to enhance accountability towards women migrant workers. These publications are being used in joint policy advocacy at the global, regional and national levels to ensure decent work for women migrant workers, and in the ratification and implementation of the ILO Convention on Domestic Work.
- (b) *Support for global and regional policy development and standard-setting on the gender equality and women's rights dimensions of migration and development.* This is achieved through engagement with key UN global and regional intergovernmental processes. UN Women has, in partnership with governments, civil society and GMG agencies like IOM, ILO and OHCHR, among others, written concept papers, organized plenaries, participated in informal meetings, co-organized side events and advocated with governments to ensure that the deliberations and outcomes of key global intergovernmental processes, such as the Commission on the Status of Women (CSW), the fourth UN Conference on the Least Developed Countries (2011) and General Assembly Resolution A/C.3/66/L.18: "Violence against Women Migrant Workers," have new and/or more strongly reaffirmed recommendations on women migrant workers.

At the fifty-fifth session of the CSW, 2011, UN Women co-organized with the Government of the Philippines, ILO and Human Rights Watch, among others, a major side event, which involved ministerial participation, on good practices in promoting the rights of women migrant workers, especially migrant domestic workers. At the fifty-seventh session of the CSW, 2013, UN Women organized a plenary panel on violence against certain categories of excluded women, including women migrant workers, to commemorate International Women's Day.³ At the fourth UN Conference on the Least Developed Countries, in 2011, UN Women co-organized two high-profile side events: one with ILO and the Governments of the Philippines and Nepal, entitled "Care Workers at the Interface of Migration and Development"; and another with IOM and the Governments of Benin and the Philippines, entitled "Remittances and Development."

Key recommendations from these processes included gender-sensitive legislation that covers all stages of migration, including for domestic workers; targeted measures on violence against women migrants; critical support services for women migrants regardless of immigration status; gender-sensitive and efficient remittance transfers and investment; and coherence between migration and labour and trafficking laws.

At the regional level, UN Women has been advocating with ASEAN governments to develop a gender-sensitive instrument to protect migrant workers. Following extensive discussions and engagement at various ASEAN meetings, and capacity-building activities with civil society, recommendations from migrant women workers were incorporated into the outcomes of the fourth ASEAN Forum on Migrant Labour in 2011, to be implemented by ASEAN member States. The forum called on member States to develop gender-sensitive reintegration policies and services, and ensure that sustainable economic reintegration policies and strategies are evidence-based, needs-based and gender-sensitive.

- (c) *Support for international human rights standard setting on women migrant workers' rights.* The UN Development Fund for Women (UNIFEM, now part of UN Women) provided strong technical assistance for the development of the comprehensive CEDAW General Recommendation (GR) No. 26 (on women migrant workers), adopted by the CEDAW Committee in 2008. It engaged civil society groups around the globe in dialogue with the CEDAW Committee Task Force on General Recommendation No. 26, to ensure that civil society, especially women

³ Side events at the Fifty-seventh Commission on the Status of Women (2013) were co-sponsored by the Government of the Philippines, UN Women and ITUC with ILO and Domestic Workers United, to launch the UN Women-ITUC briefing kit entitled "Domestic Workers Count Too: Introducing Legal and Social Protections," and by the Government of Mexico, IOM and the Office of the High Commissioner for Human Rights with UN Women and Andolan (a US-based NGO working on women migrant workers' rights), on violence against women migrant workers.

migrant workers' organizations, were part of the human rights standard-setting on women's labour migration.⁴

- (d) *Global programmes to protect the rights of migrant women workers.* UN Women is partnering with ILO and OHCHR on the 10-country ILO Global Action Programme on Migrant Domestic Workers and their Families, selected under the European Commission thematic programme entitled "Cooperation with Third Countries in the areas of Migration and Asylum" (2011–2012), and with IOM, on strengthening labour migration management capacities in Bangladesh, Indonesia, Nepal and the Philippines, for replication in other Colombo Process Member States. UN Women is also partnering with UNDP, ILO, IOM, the UN Population Fund (UNFPA) and the UN High Commissioner of Refugees (UNHCR) in the second phase of the EU–UN Joint Migration and Development Initiative, which focuses on mainstreaming migration into local development planning.
- (e) *Addressing gender issues in migration via the GMG.* UN Women is an active member of the GMG, having secured membership in 2010. In partnership with other agencies, UN Women ensures that gender equality and women's rights issues in migration are appropriately addressed in the GMG agenda. UN Women is co-chairing with the Office of the High Commissioner for Human Rights and UNICEF the newly established GMG Working Group on Migration, Human Rights and Gender, assisting with the development and implementation of its multi-year work plan. UN Women is supporting the GFMD via the GMG, and has ensured that gender issues are well-reflected in the High-level Committee on Programmes (HLCP) paper on proposed recommendations and outcomes for the 2013 HLD prepared by IOM and UNFPA, and endorsed by the UN System Chief Executives Board, and that gender issues in international migration and development are well-reflected in UN system messages on the issue.

⁴ UN Women supported at least 17 national and regional consultations in Latin America and the Caribbean advocating for NGOs and domestic worker organizations to be part of international standard-setting for decent work for domestic workers, and to advocate with governments to adopt ILO Convention No. 189: Decent Work for Domestic Workers.

2. Support provided to the Global Forum on Migration and Development

UN Women has been participating in the GFMD since its first hosting by the Government of Belgium in 2007, and has provided strong technical support to the gender agenda within the GFMD in the ways described in the following sections.

GFMD 2008 in the Philippines

UNIFEM co-organized with the former National Commission on the Role of Filipino Women (now the Philippine Commission on Women) and other Government departments, a large, pre-GFMD international meeting for governments and NGOs in September 2008 entitled “Promoting and Protecting the Rights of Women Migrant Workers: Gender, Migration and Development,” which resulted in the Manila Declaration on Promoting and Protecting the Rights of the World’s Women Migrant Workers. The declaration helped ensure that gender and migration were highlighted in the government and civil society deliberations and outcomes of GFMD 2008.

UNIFEM participated in GFMD 2008 with a presentation in the civil society round table session, “Partnerships with Recruitment Agencies,” and supported civil society participation in the GFMD Civil Society Days. The civil society outcomes document made important recommendations regarding the gender equality and women’s rights dimensions of migration.

GFMD 2010 in Mexico

In 2010 UNIFEM organized with the Government of Mexico the pre-GFMD high-level consultation, “Promoting and Protecting the Rights of Women Migrant Workers: Partnerships for Migration and Human Development: Shared Prosperity – Shared Responsibility.” The consultation brought together the Ministries of Labour, Interior and Women and international organizations and civil society groups from over 20 countries in all regions to prioritize gender equality and women’s human rights issues and strategies that could be incorporated into the deliberations and outcomes of GFMD 2010. The deliberations and outcomes of this consultation were uploaded to the GFMD website as substantive input to GFMD 2010 Round table 2.2: “Migration, gender and family.”

UN Women took the lead in the gender dimensions of migration at the Asia-Pacific Regional Preparatory Meeting for GFMD 2010, organized by the Regional Thematic Group on Migration and Gender under the regional consultations on migration chaired by UNESCAP, to inform on the outcomes of GFMD 2010 from a gender perspective.

As an official partner to GFMD 2010 round table 2.2 entitled “Migration, gender and family,” UN Women provided strong technical support by: (a) co-authoring with IOM the supporting document, *“Uncovering the Interfaces between Gender, Family, Migration and Development: The Global Care Economy and Chains”*; (b) contributing to the preparations of the round table; (c) co-facilitating the discussion with the Government of Portugal; (d) presenting a paper on protecting migrant women’s labour rights at all stages of migration; and (e) ensuring that GFMD 2010 had gender-sensitive outcomes. Among these outcomes was the call to implement gender-sensitive policies and programmes for women migrant workers and implement legal and social protections for domestic workers.

GFMD 2011 in Switzerland (Jamaica and Ghana meetings)

UN Women supported the GFMD chairmanship of the Government of Switzerland and worked with Jamaica (in partnership with IOM) and Ghana (in partnership with the Ghana-based NGO, Migration Policy and Advocacy Network) on two global GFMD meetings with the theme “Domestic Workers at the Interface of Migration and Development” in those two countries. The meetings focused on international standards, such as ILO Convention No. 189: Decent work for domestic workers and CEDAW GR No. 26 (on women migrant workers), among others; good practices in legislation and social protection for domestic workers; and good practices in asset accumulation and in the productive investment of remittances. The meetings resulted in: (a) the development of a checklist based on the aforementioned human rights standards that serve as a tool for governments in developing gender-sensitive legal and social protections for domestic workers; and (b) the launch of a Caribbean-wide civil society network, supported by UN Women and ILO, to work with governments in implementing legal and social protections for domestic workers.

UN Women also participated in the GFMD 2011 Concluding Debate in Switzerland and provided technical support to the round table, “Domestic workers at the interface of migration and development: Action to expand good practice.” The checklist was endorsed at this session as an aide for governments in developing gender-sensitive legal and social protections for domestic workers.

GFMD 2012 in Mauritius

In 2012 the Government of the Philippines and UN Women supported a pre-GFMD meeting with the theme “Protecting the Rights of Migrant Domestic Workers in the Philippines.” The outcomes of the meeting informed the discussions and outcomes of GFMD 2012 Round Table 3.3 on “Protecting the rights of migrant domestic workers: Enhancing their development potential” in Mauritius. UN Women provided technical support to this round table, contributing to its development, and co-writing the official paper with ILO, with a view to advancing concrete strategies to implement greater

protections for domestic workers in close partnership with governments and other bodies.

Also at the GFMD 2012 in Mauritius, the agreed-on checklist on legal and social protections for domestic workers was launched on the GFMD Platform for Partnerships by the Government of Jamaica. It is proposed that an analytical inventory of good practices on legal and social protections for domestic workers be developed, which would feed into a policy toolkit that would be used as a further resource for governments.

3. Identified good practices

The following are some identified good practices at the gender, migration and development interface:

- (a) *Adoption of CEDAW General Recommendation (GR) No. 26 (on women migrant workers) by the CEDAW Committee.* CEDAW GR No. 26, involving global standard-setting via the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), as part of CEDAW jurisprudence strongly informed by multiple stakeholders, especially women migrant workers' organizations and their support groups. The general recommendation provides insights into women's labour migration as an emerging issue; lays out the relevant human rights standards and the measures that governments could implement to promote and protect the rights of women migrant workers; and calls attention to concerns of women migrant workers within the CEDAW framework, in the absence of a specific article on migration. It has resulted in enhanced reporting by governments and civil society and an increase in CEDAW Committee concluding observations on the issue, as well as the implementation of these comments.
- (b) *The attention by successive GFMD Chairs* The attention given by Mexico (2010), Switzerland (2011) and Mauritius (2012) – previous Chairs of the GFMD – to migrant domestic workers at the interface of migration and development, and the joint efforts of UN Women and its GMG, government and civil society partners to expand the GFMD discussion on this subject to several global regions, demonstrate good practices in global awareness- and capacity-building. The practical outcomes of these meetings (for example, the checklist as a tool for governments to develop gender-sensitive legal and social protections for domestic workers) are good practices as well.
- (c) *Gender-sensitive legal and social protections enacted for women migrant workers, including domestic workers.* The Governments of Nepal and Indonesia introduced gender-sensitive migration legislation in their countries, while the Government of Jordan introduced a standard, unified rights-based contract for migrant domestic workers and amended its labour legislation in 2008 to include domestic workers.

These initiatives were marked by strong multi-stakeholder ownership and engagement, including by women migrant workers' organizations and their support groups. They have resulted in strengthened networks of women migrant workers' organizations in Indonesia and Nepal; closer engagement of government at the local and national levels in implementing legislation; sex-disaggregated databases on outgoing women migrant workers at local levels which have been used to track and rescue women who have lost contact with their families; and the establishment of village information dissemination centres and other community-based programmes involving awareness-raising, assistance provision, legal training, information exchange, hotlines and networking. Importantly, returned women migrants play an active role in these programmes.

4. Challenges identified in carrying out UN Women work

UN Women has identified the following challenges in carrying out its work:

- (a) *Data gaps.* There are gaps in sex-disaggregated data and gender statistics on migration at national and sub-national level, or a lack of easy access to such data. These gaps are to be found, particularly, in the figures on outgoing, incoming and returning men and women migrants; the gender-based socioeconomic profiles of migrants; the information on countries which migrants move to and come from, as well as the purpose of migration; the gender-based occupational patterns among migrants; the gender-based patterns in remittance volumes and their use; the documentation of government services for migrants and their use, disaggregated by sex; and in the evidence to support the economic case for investing in the promotion and protection of women migrants' rights.
- (b) *Official discourse and practice related to migration.* Currently, migration-related discourse and practice are marked by paradigms that heighten political sensitivities and weaken political will to promote and protect migrants', including migrant women's, rights. The official discourse and practice on migration is marked by national sovereignty, security, morality, law and order and market-oriented paradigms. Migrants, including women migrants, are constructed as a threat to the socioeconomic and political fabric in their countries of employment. This only exacerbates political sensitivities and xenophobic attitudes, especially during crises, and places migrants, including women migrants, at the margins of society.
- (c) *Inadequate understanding of the gender equality and women's empowerment dimensions of migration among different stakeholders.* Women's and girls' concerns at all stages of migration are often conflated with those of men and boys, leading to discriminatory policy impact and disempowerment. Adopting a gender perspective is also viewed as additional work, rather than a process to look into

the differences in migration experiences of men, women, boys and girls, and tailor policy and programme responses accordingly.

- (d) *Lack of understanding of how to apply gender equality and women's empowerment principles* in migration, particularly in the formulation, implementation, monitoring and evaluation of policies, legislation, plans, programmes and budgets.
- (e) *A need for stronger links with the larger women's movement and greater capacity-building of women migrant organizations.* Women's independent labour migration is a more recent phenomenon than men's, and the larger women's movement has not yet fully embraced the issue. Mainstream civil society organizations working in migration typically do not always address migrant concerns from a gender perspective. In addition, there is a marked difference between countries and regions in terms of the growth, development and voice of women migrant workers' organizations.

5. Gaps evident within the migration and development sphere

The following are some specific gaps that remain to be filled in the discourse, orientation and actions of all relevant stakeholders in the migration and development sphere:

- (a) There remains a limited view of migration and development. The migration and development discourse needs to pay greater attention to the socioeconomic and political dimensions of migration and development, particularly the drivers of migration. The contribution of migrants to development needs to shed its narrow economic interpretation to include social and political contributions. The migration and development discourse and practice also need to address the social, economic and political costs of migration, to better harness its development impact.
- (b) There is a lack of a gender-sensitive, rights-based development orientation in the migration and development discourse and practice. The current discourse on and practice in migration and development is largely gender-blind and lack an inclusive, sustainable, rights-based development orientation. There is little accountability for gender-blind policies, legislation and programmes, or for the outright gender-based abuse of migrants. Where efforts are made to safeguard women's rights, they are often protectionist, or focus more on post-violation assistance than on the prevention of rights violations or on providing women with sustainable development alternatives to migration. Where initiatives are intended to be preventive, they often take the form of micro-livelihood projects that are neither gender- nor market-responsive, reinforcing a vulnerability to migrate for survival. There is a need for more attention to the demand dimensions of migration, including legislation, programmes in countries of employment and regulations for recruiting agencies.

- (c) There is a need for better collaboration and coordination between different sectors within and between countries of origin, transit and destination, adopting a whole-of-sector approach for large-scale and strategic change. This is sometimes a problem where there is a lack of government openness to civil society or a lack of strong women migrant workers' organizations; or where civil society needs to engage more with government strategically and constructively; or where there is a lack of effective coordination among government departments, including national women's machinery on the gender equality and women's empowerment dimensions of migration. The problem is further compounded by political sensitivities especially between countries of origin and destination.
- (d) There is a need for greater engagement with civil society and to ensure institutionalized and sustained representation of women migrant workers' organizations and their support groups at all stages of the policy process.
- (e) There is a need for more coherent, coordinated UN system responses at the global and regional levels, and in support of global, regional and national agenda-setting and priorities on the issue. Similarly, all UN agencies need to strongly support the prioritization of gender equality and women's empowerment by the United Nations and the UN Secretary General.

6. Recommendations for the 2013 High-level Dialogue

UN Women sees the 2013 HLD as a unique opportunity to review the discourse and practice on migration and development since the first HLD of 2006 and the first GFMD in 2007; to set priorities for the future; and to consolidate partnerships between states, civil society, private sector and international organizations to implement those priorities. Equally important is the need to incorporate migration concerns into the established UN development processes and platforms from a human rights perspective that also takes account of the gender equality and women's and girl's rights dimensions of migration.

Other key related opportunities for performing the above-mentioned tasks are the post-Rio and post-2015 development agendas, as well as the review of the Cairo Programme of Action in 2014. Building on and extending the boundaries of the GFMD and other work on migration and development, the 2013 HLD should define future priorities, related outcomes and broad targets, which could inform the post-2015 development agenda; and use the GFMD working group modality and other venues as vehicles for implementation. The HLD is also an opportunity for governments to develop a migration-related mandate for the Cairo Programme of Action review process.

The UN system has contributed to the preparations for the 2013 HLD through agency inputs into the HLCP paper, dialogue with Member States and regional HLD preparatory meetings convened by the UN regional commissions. UN system multi-

year work plans via global, regional and national inter-agency mechanisms in support of national priorities on migration and development could be strategically aligned with HLD priorities and GFMD areas of work, with some flexibility. Considering the urgency for synergies and partnerships to achieve any significant progress, there needs to be an expanded role for civil society and the private sector, and a more strategic role for the United Nations in support of global, regional and national priorities on migration and development, including in relation to the GFMD, where it currently has no formal mandate. The HLD could seize the opportunity to reinforce this message.

From a gender equality and women's rights perspective on migration and development, UN Women would like to see the following substantive priorities articulated by the 2013 HLD, fed into the post-2015 development agenda (with targets and indicators), addressed by the GFMD and placed on the work agendas of UN inter-agency mechanisms at the global, regional and national levels:

- (a) Mainstreaming migration into national development strategies from a gender perspective;
- (b) Exploring the impact of women migrant workers' social and economic contribution to development in countries of origin and destination;
- (c) Protecting the human and labour rights of women migrants, including domestic workers and their families. The HLD may, in this connection, consider initiating a concrete partnership for which the GFMD could provide a platform, such as a campaign to ratify and implement the ILO Convention on Domestic Workers.

From a process point of view, UN Women would like to see:

- (a) Gender-related deliberations and outcomes of the 2013 HLD by ensuring that each of its round tables has a strong resource person on gender;
- (b) A robust space for civil society, including women migrant workers' organizations and their support groups to engage with governments;
- (c) A space provided for regional priorities to be formulated and to inform the deliberations and outcomes of the 2013 HLD.



CHAPTER

13

**United Nations
Human Settlements
Programme**

UN  **HABITAT**
FOR A BETTER URBAN FUTURE

United Nations Human Settlements Programme

The UN Human Settlements Programme (UN-Habitat)¹ is the coordinating agency within the UN system for human settlements, the focal point for the monitoring, evaluation and implementation of the Habitat Agenda. It is also the task manager of the human settlements chapter of Agenda 21,² and is responsible for promoting collaboration with central governments, local authorities, non-governmental organizations and the private sector; as well as with all other partners involved in the implementation of the Habitat Agenda.³ It is tasked with promoting sustainable urban development and in the framework of the Millennium Development Goals, with backstopping the achievement of Target 11, which aims to improve the lives of at least 100 million slum-dwellers by the year 2020.

A key component for achieving sustainable human settlement development is the promotion of policies and strategies which address the rapid rate of urbanization, a significant part of which relates directly to migration and human mobility, from rural to urban areas, within cities, and transnationally. Such policies and strategies have to address the causal factors, including limited livelihoods and deprivation in the rural areas, natural and human-made disasters and even the attraction offered by cities in terms of improved welfare. The effects of climate change have a great impact on cities and human migration, with millions of people displaced by shoreline erosion, coastal flooding and agricultural disruption. UN-Habitat works with governments, other international organizations and communities to reduce the vulnerabilities associated with climate change and promote systemic resilience for cities to mitigate and adapt to the deleterious effects of such changes.

1. Migration and development activities since the 2006 High-level Dialogue

UN-Habitat has developed a series of programmes and activities, and contributed to global initiatives since the 2006 High-level Dialogue (HLD) on International Migration and Development to address the issues of urban migration and sustainable urban development:

- (a) Every year on the first Monday in October, UN-Habitat uses World Habitat Day to reflect on the state of the world's growing cities and the rapid and irreversible urbanization. The theme in 2006 was "Cities, Magnets of Hope." Following the

¹ The UN Human Settlements Programme (hereinafter referred to as "UN-Habitat") was established by the UN General Assembly by its Resolution 32/162 of 19 December 1977 and transformed into a programme by its Resolution 56/206 of 21 December 2001. It is a member of the UN Development Group.

² Agenda 21 is the UN sustainable development agenda resulting from the United Nations Conference on Environment and Development, held in Rio de Janeiro, Brazil in June 1992. Information about Agenda 21, is available from <http://sustainabledevelopment.un.org/content/documents/Agenda21.pdf>.

³ Information about the Habitat Agenda is available from www.unhabitat.org/downloads/docs/1176_6455_The_Habitat_Agenda.pdf.

2006 HLD, UN-Habitat published a special edition of its quarterly magazine *Habitat Debate* entitled *Cities – magnets of hope: A look at Global Migration Problems* in 2007.⁴

- (b) In 2005 UN-Habitat, in partnership with the University of Venice, published a seminal study entitled *International Migrants and the City*, which looked at the impact of national policies on international migration, the role of migrants in the local economy, the relationship between local and migrant communities and migrants' use of urban space.⁵
- (c) UN-Habitat established a Quick Policy Guide series on urban migration and indigenous peoples' issues through the Inter-Agency Support Group on Indigenous Peoples that is expected to contribute to the more effective realization of indigenous peoples' rights in the urban setting. The series includes a policy guide on housing for indigenous peoples in cities, a policy guide on secure land rights for indigenous peoples in cities, and a draft policy guide on urban health. A report entitled *Urban Indigenous Peoples and Migration: A Review of Policies, Programmes and Practices* was published in 2010 and launched at the fifth session of the World Urban Forum in Rio de Janeiro in the same year.⁶
- (d) In 2009 UN-Habitat actively participated in the fifth Urban Research Symposium, entitled "Cities and Climate Change: Responding to an Urgent Agenda," in Marseille. UN-Habitat also organized, with IOM and UNESCO, during the seventeenth session of the Conference of the Parties in Durban in 2011,⁷ an interactive discussion on the social dimensions of climate change entitled "Climate Change, Environment Degradation and Migrants as Actors of Adaptation."
- (e) From 2009 to 2010, UN-Habitat, in cooperation with UNESCO, organized a series of workshops, expert group meetings and seminars, resulting in the elaboration of various publications in the framework of "migrants and cities." The aim of this UNESCO and UN-Habitat joint collaboration, based on existing research, case studies and regional and local instruments, is to promote innovative and prospective strategies, and assist Member States and local authorities in the elaboration of urban policies and practices that build social cohesion and spatial integration of migrants in cities.

⁴ UN-Habitat, *Habitat Debate* Vol. 12, No. 3 (September 2006): *Cities – magnets of hope: A look at Global Migration Problems*. The issue is available from www.issuu.com/unhabitat/docs/2222_alt.

⁵ M. Balbo (ed.), *International Migrants and the City* (Venice, UN-Habitat and dP departamento di Pianificazione, Università IUAV di Venezia, 2005).

⁶ The report is available from www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2916.

⁷ Information and documents pertaining to the seventeenth session of the Conference of the Parties to the UN Framework Convention on Climate Change, held in November 2011, is available from: www.unfccc.int/meetings/durban_nov_2011/session/6294.php.

- (f) In 2010 UN-Habitat and UNESCO published a brochure for local authorities entitled “Creating better cities for migrants: Urban policies and practices to build more inclusive cities,” and, during the third United Cities and Local Governments Congress in Mexico in 2010, jointly organized a side event to present the publication *How to enhance inclusiveness for international migrants in our cities: various stakeholders view*. The final result of this collaboration in 2012 was the publication of the interactive guide and toolkit *Migrants’ Inclusion in Cities: Innovative urban policies and practices*, to be used by local authorities and city managers who want to improve the living conditions of migrants in their cities.⁸
- (g) UN-Habitat, in collaboration with the UNESCO–IHE Institute for Water Education, the Federation of Canadian Municipalities, Gender Water Alliance, the Netherlands Development Organization and Japan Habitat Association, has developed a water programme in Lake Victoria. Urbanization is placing an enormous burden on most secondary towns in the Lake Victoria region, which will increase in the countdown to the MDG target year of 2015. Urban areas are growing at rates of 4 to 5 per cent annually. These rates are projected to increase the urban population of the region by 50 per cent by 2015. The vast majority of new urban citizens are poor, newly arrived rural migrants. They pay higher prices for their water, use unsafe water and endure unsanitary conditions.

The overall objective of the Lake Victoria Region Water and Sanitation Initiative is to make a substantial and rapid contribution to achieving internationally agreed water and sanitation goals in secondary towns in the Lake Victoria region in East Africa, involving 15 urban settlements and 1 million people in Kenya, Tanzania and Uganda. This model-setting initiative seeks to demonstrate the balance between innovative approaches to investment in physical infrastructure and in capacity-building for sustainability. The initiative has set clear quantitative targets for the number of persons to be provided with improved access to water and sanitation services within an agreed timeframe, most of them internal migrants.

- (h) UN-Habitat’s flagship report, *State of the World’s Cities*, is raising awareness and focusing attention of all actors on mainstreaming and addressing the key challenges that cities of the twenty-first century have to face. Urban migration is one of those challenges, not only at the national but also at the international level.
- (i) For several years, UN-Habitat and IOM, together with the Government of Italy, have been convening a High-level Panel in the margins of the UN General Assembly to address progress made in responding to the challenge of cities and international migration;

⁸ Information about the toolkit is available from www.unhabitat.org/content.asp?typeid=19&catid=508&cid=10545.

- (j) UN-Habitat and IOM in 2012 signed a memorandum of understanding to deepen their cooperation in jointly enhancing human settlements and migration policies. Under the memorandum of understanding, the two agencies will jointly develop and strengthen policy and operational coherence and planning on issues relating to migration and human settlements at the national and international levels.

2. Support provided to the Global Forum on Migration and Development

While UN-Habitat's work on urbanization and climate change directly interfaces with that of the migration and development discussions of the Global Forum on Migration and Development (GFMD), to date there has been little direct exchange or collaboration between the two entities.

3. Identified good practices

Several innovative urban policies and practices were identified and included in the guide and toolkit jointly produced with UNESCO, *Migrants' Inclusion in Cities: Innovative urban policies and practices*, thanks in particular to contributions from a wide range of researchers in Canada, France, Italy, Spain, the United Kingdom and the United States of America.

Additional good practices were identified through UN-Habitat's report, *Urban Indigenous Peoples and Migration: Review of Policies, Programmes and Practices*, as well as in the draft report, *Urban Migration, Indigenous Peoples and Green Economy: Sustainable Urban Development with Culture and Identity*. These good practices were presented and discussed at the round tables on indigenous issues and urban migration during the fourth and fifth sessions of the World Urban Forum, in Nanjing (2008) and Rio de Janeiro (2010).

UN-Habitat and FLACSO⁹ developed a draft report entitled "Housing for Indigenous Peoples in Cities of the Andean Region: Urbanisation, Urban Migration and Public Policies" for launching at the sixth session of the World Urban Forum in Naples in 2012, during the round table entitled "Urban Future and the Prosperity of Cities: Indigenous Peoples, Urban Migration and Diversity." This joint research, produced with a network of researchers in the Andean region, identifies good practices related to indigenous peoples' access to housing in the context of urban migration in Bolivia (Plurinational State of), Ecuador, Colombia, Peru and Venezuela (Bolivarian Republic of).

⁹ Facultad Latinoamericana de Ciencias Sociales. The official website is www.flacso.org.

4. Challenges identified in carrying out UN-Habitat work

At the national level, governments increasingly turn to immigration and temporary foreign worker programmes as a strategy to boost economic growth. Yet it appears that migrant inclusion at the local level does not happen automatically. Instead, it requires the concerted efforts of local officials, long-term residents and migrants to create inclusive cities. Local authorities often have little say, if any, on national migration policies. Similarly, they have little capacity to control migratory flows into their cities. Yet it is local authorities who deal with the consequences, which often severely challenge their core mandate of providing housing, services, education and employment.

Since 2009 the Experts Evaluation Committee of UNESCO and UN-Habitat working on migrants' inclusion in cities has identified the following tendencies and stressed their importance for local and national policymakers:

- (a) A global drop in remittances, which has an impact on migrants and relatives in sending and receiving societies;
- (b) A slowdown of migration flows, with a slight shift from coastal megacities towards rural areas, as well as some return of migrants to their countries of origin (although most migrants are choosing to stay in their adopted societies);
- (c) A reduction in job opportunities, especially for migrants, and development of the informal labour market;
- (d) Growing shortfalls in public urban services and infrastructure;
- (e) Housing repossession and foreclosure, exacerbating homelessness and entrenching pre-existing spatial segregation;
- (f) A negative portrayal of migrants by the media that increases feelings of fear and insecurity.

5. Gaps evident within the migration and development sphere

Over the past decades, there has been a prevailing belief that access to housing and basic services is the single most important problem that international migrants face when they first arrive in their cities of destination. Even though UN-Habitat has tried to address this problem through the actions enumerated earlier in this chapter, and in spite of the increasing awareness of all aspects of this challenge, formal housing markets still tend to be out of bounds for migrants. This situation has resulted in the formation of inner city slums or “ethnic” ghettos. Guaranteeing rights for migrants is an

essential way of redressing this. Migrants' right to the city implies a realization of the right to adequate housing and access to basic urban services.

UN-Habitat's work with national governments and local authorities has brought to the fore the aspect of integration and inclusiveness of migrants in the social fabric and governance of cities. While a few cities have developed programmes which include the migration dimension as part of fostering the positive attributes of diversity, a large number of cities are still faltering in this regard.

Furthermore, following recent studies and research, there is a tendency towards the feminization of migration; yet policies are still not being adapted to this reality, both at national and local levels. There is a need to foster a gender-inclusive perspective in the actions taken to better integrate migrants in the city.

Other gaps found at the local level are:

- (a) A lack of communication and coordination of actions between central and local government regarding the inclusion of migrants in cities.
- (b) A lack of rights and responsibilities established between new citizens and the local government – all inhabitants, regardless of status or background, should be granted rights and freedoms that are key to the inclusion of migrants in urban society. Such rights include civil, political, social, economic and cultural rights, as well as the right to health care, education, employment, housing, welfare and safety and security. All migrants must be able to exercise these fundamental rights. Local governments should not only protect and promote migrants' rights, but also inform migrant communities of their rights and responsibilities, and enable and encourage them to exercise these rights and become active citizens.
- (c) Lack of migrant access to social services, which can be the result of cultural differences, language barriers, lack of information, financial restrictions, discrimination or lack of legal status. Even when accessible, services mostly reflect the needs of host populations.

Local authorities are essential for the delivery of social services and guaranteeing equity of access and treatment. Urban inclusive governance has to work towards overcoming inequalities and ensuring adequate services for all users, in housing, education, health care, employment, welfare and recreation. Local authorities should involve migrant communities in decision-making processes by establishing channels for the representation and participation of migrants and ethnic minorities, such as voting rights and their own language media.

Local authorities should foster mutual understanding and respect and manage cultural diversity as a resource for innovation and creativity. By respecting cultural differences, inclusive policies go beyond equality and acknowledge diversity in cultural, economic and social life.

6. Recommendations for the 2013 High-level Dialogue

Recommendations for the 2013 HLD include the following:

- (a) Enhance and underscore the benefits for cities of promoting multicultural societies;
- (b) Build an understanding of the issue at an inter-agency level and emphasize the need to address the challenges of migration and migrants at the urban level;
- (c) Enhance the research–policy–practice nexus by conveying the results of research–action projects to local decision makers;
- (d) Support the coordination of migration policy between different levels of government (national, regional and local), as well as action to bridge the gap between research and policymaking at the local level;
- (e) Exchange information and share living practice methodologies on urban inclusive policies and practices for migrants;
- (f) Contribute to international knowledge on social transformations underlying urban development and inclusive public policies to integrate migrants in urban settings;
- (g) Strengthen the capacities of local decision makers through empowerment and awareness-raising to foster the universal human rights of international migrants at the local level;
- (h) Promote and support the building of inclusive cities for migrants and the urban population overall;
- (i) Strengthen the rights, responsibilities and participation of more vulnerable inhabitants, such as migrants, in urban management;
- (j) Balance economic urban development with social cohesion to prevent urban conflicts linked to inter-ethnic or intercultural tensions;
- (k) Inspire other urban actors and community stakeholders to take action on these issues.

CHAPTER

14

**Joint United Nations
Programme on
HIV/AIDS**



UNAIDS

Joint United Nations Programme on HIV/AIDS

The Joint United Nations Programme on HIV/AIDS (UNAIDS)¹ leads and inspires the world to achieve its shared vision of “zero new HIV infections, zero discrimination and zero AIDS-related deaths.” UNAIDS unites the efforts of 11 UN organizations – the Office of the UN High Commissioner for Refugees (UNHCR), UNICEF, World Food Programme, UN Development Programme, UN Population Fund, UN Office on Drugs and Crime, UN Women, ILO, UNESCO, WHO and the World Bank – and works closely with global and national partners to maximize results for the AIDS response. UNAIDS mobilizes political, technical, scientific and financial resources and holds itself and others accountable for results. It empowers agents of change with strategic information and evidence to influence and ensure that resources are targeted where they can deliver the greatest impact and bring about a prevention revolution; and supports inclusive country leadership for sustainable responses that are integral to and integrated with national health and development efforts.

The 11 UNAIDS Co-sponsors and the Secretariat work on various thematic areas in the AIDS response at the global, regional and national levels, based on an agreed division of labour. For HIV and migration, the work of the ILO on social protection and labour migration, and the work of UNHCR on international protection, assistance and durable solutions for refugees, are of particular relevance. In its leadership and advocacy work, the UNAIDS Secretariat promotes two urgent policy and programmatic priorities. The first is that all mobile people, citizens and non-citizens alike, including migrants, should have access to HIV prevention, treatment, care and support services, adapted to address migration-related conditions that can increase the vulnerability to HIV infection and its impact. Second, all people, including those living with HIV, should have equal access to freedom of movement. Specifically, any restrictions on entry, stay, residence and work that are based solely on HIV status should be removed.

1. Migration and development activities undertaken since the 2006 High-level Dialogue

The large-scale movement of people across and within national borders has become an indispensable feature of the modern, globalized world. UNAIDS, therefore, strives to ensure that HIV and other health and development policies and programmes understand and address the needs and contributions of migrant populations for equity and practical reasons. In this regard, the strong advocacy and engagement of UNAIDS with various countries has had significant results. UN Member States unanimously made a commitment in the 2006 Political Declaration on HIV/AIDS and 2011 Political

¹ Established in 1994 by Resolution 1994/24 of the UN Economic and Social Council and launched in January 1996, UNAIDS is guided by a Programme Coordinating Board composed of representatives from 22 governments from all geographic regions, the UNAIDS Co-sponsors and five representatives from NGOs, including associations of people living with HIV/AIDS (PLWHA).

Declaration on HIV and AIDS to provide access to HIV prevention, treatment, care and support for all people, including migrants and people affected by humanitarian emergencies in HIV strategies and programmes.²

Another achievement in securing the commitment of governments to addressing the HIV-related needs of migrants and other mobile populations is the landmark UN Security Council Resolution 1983, adopted in June 2011. This resolution has called for “considering HIV-related needs of people living with, affected by, and vulnerable to HIV, including women and girls” when dealing with conflict and post-conflict situations, including the prevention of and response to sexual violence.³

UNAIDS supports countries in developing an evidence-informed understanding of their HIV epidemic through the “know your epidemic, know your response” approach. This requires countries to clearly understand the size and demographic composition of populations (whether key populations,⁴ which have a higher risk of being exposed to or transmitting HIV, or the general population), including mobile ones. It also requires analyzing the legal and social environment, and how that influences vulnerability to HIV infection and access to HIV-related services. Once this is completed, countries can better invest their resources in programmes and approaches that address the underlying dynamics of the epidemic. Although such understanding has generally resulted in countries refocusing prevention and treatment activities, migrants still face greater challenges in accessing services for prevention, care and treatment. High-quality data on migration and HIV are essential for UNAIDS to support strategic planning and implementation at the country and regional levels.

UNAIDS has strongly advocated for migrants having access to HIV information and services, as well as specific programmes to address their special vulnerabilities to HIV infection because of the unique conditions surrounding migration. These conditions include separation from spouses or partners and from familiar social and cultural norms; language barriers; exploitative working conditions; substandard housing; and violence, including sexual violence. Isolation, stress and the absence of social support may lead some migrants to engage in high-risk behaviours (such as unsafe casual or commercial sex, drug use or excessive alcohol consumption). Female migrants often experience particular vulnerability to HIV. Many are employed in informal sectors of

² The 2006 and 2011 declarations are available from www.unaids.org/en/media/unaids/contentassets/dataimport/pub/report/2006/20060615_hlm_politicaldeclaration_ares60262_en.pdf and www.unaids.org/en/media/unaids/contentassets/documents/document/2011/06/20110610_UN_A-RES-65-277_en.pdf, respectively.

³ UN Security Council Resolution 1983, S/RES/1983(2011), is available from www.unaids.org/en/media/unaids/contentassets/documents/document/2011/unsc/20110607_UNSC-Resolution1983.pdf.

⁴ Key populations, or key populations at higher risk, are groups of people who are more likely to be exposed to HIV or to transmit it, and whose engagement is critical to a successful HIV response. In all countries, such key populations include PLWHA. In most settings, men who have sex with men, transgender people, people who inject drugs and sex workers and their clients are at higher risk of exposure to HIV than other groups. However, each country should identify the specific populations that are key to their epidemic and define their response based on the epidemiological and social context.

the economy, including the domestic service or entertainment sector, where they may be susceptible to exploitation and/or physical and sexual violence.

In 2008 UNAIDS established the International Task Team on HIV-related Travel Restrictions to focus attention on such restrictions on national, regional and international agendas, advocating and supporting efforts to eliminate them. The Task Team affirmed that HIV-specific restrictions on entry, stay and residence based on HIV status are discriminatory, do not protect public health and are overly broad in terms of rationally identifying people whose entry or stay might result in an undue burden on public services. It further stated that such restrictions have always been ineffective and have become even more inappropriate in the age of globalization and increased travel; treatment of HIV; national and international commitments to attaining universal access to HIV prevention, treatment, care and support; and the protection of the human rights of people living with HIV.

UNAIDS works with countries to abolish their HIV-related restrictions on entry, stay and residence, as part of broader efforts to realize the vision of “zero discrimination.” Since 2010 Armenia, China, Fiji, Mongolia, Namibia, the Republic of Korea, the Republic of Moldova, Ukraine and the United States of America have all removed their restrictions. However, as of January 2013, 44 countries, territories and areas still maintain some form of restriction. Although there are no data on the people most affected by these restrictions, they probably disproportionately affect migrant workers. In addition, almost half of the people migrating for employment purposes are women, who tend to be more vulnerable to physical, sexual and verbal abuse and human trafficking.⁵

2. Identified good practices

In other chapters of this book, UNAIDS Co-sponsors have identified a range of practices from around the world that work in responding to HIV and migration. The following are some of those good practices:

- (a) IOM has been working with UNAIDS in Bangladesh to give priority to migration and HIV. A strategic plan of action on migration and health, with a special focus on HIV, has been formulated with the participation of stakeholders from multiple sectors. The overall objective of the plan of action is to uphold the health rights (physical, mental and social well-being) of Bangladeshi migrant workers. The plan draws all interventions under one coherent framework to systematically ensure that the migrants and their families have access to health and HIV information and services and HIV treatment, both in Bangladesh and elsewhere.

⁵ UNAIDS, “Women out Loud: How women living with HIV will help the world end AIDS”. Page 80-81. www.unaids.org/en/resources/presscentre/featurestories/2012/december/20121211womenoutloud.

- (b) Thailand and India have reached out to improve migrants' access to health care and antiretroviral therapy.
- (c) The Philippines has developed pre-departure briefing for migrants on HIV, health care and related issues, much of which is carried out by civil society. Sri Lanka is also adopting these progressive practices.
- (d) The Kenya Emergency Humanitarian Response Plan for 2013 emphasizes the mobility of resource-poor communities to urban centres as a promising coping strategy. This requires promoting preparedness and appropriate responses by building community resilience, focusing on the health sector and the needs of mothers and children. HIV is a cross-cutting theme of the Plan, which is under the stewardship of WHO. Other countries in the region facing the constant mobility of populations are likely to replicate the approach of the Plan.
- (e) UNAIDS has identified the valuable contribution of North Star Alliance, an innovative partnership between the World Food Programme and the private sector, particularly Thomas Nationwide Transport, in addressing HIV transmission along commercial corridors in Eastern and Southern Africa. North Star Alliance has created a system of roadside wellness centres providing high-quality health care for key populations, including transporters, sex workers, migrant workers and members of the local community.
- (f) Within a human rights framework, UNAIDS has provided support to interventions in South Africa for migrant workers attracted by the economic opportunities in the gold mining industry. The interventions aim to create synergy between tuberculosis and HIV health care in the mines and follow-up care in home countries, particularly, Lesotho and Swaziland.
- (g) The United Kingdom has decided to make antiretroviral treatment available to people living with HIV regardless of their immigration status.

3. Challenges identified in carrying out UNAIDS work

Although much has been achieved, many challenges remain. Listed below are a few of the key outstanding challenges pertaining to HIV and migration:

- (a) In times of humanitarian crisis, mobility and migration across borders are often the first options for survival. Existing HIV-related vulnerabilities are often compounded, particularly for adolescents and especially young women and girls. Many challenges still remain in providing social protection for populations on the move and, especially, in ensuring the availability of and access to post-exposure prophylaxis for people exposed to sexual violence, medicine for opportunistic

infections and paediatric formulations of antiretroviral therapy. In addition, it is essential that the humanitarian, development and security sectors work in synergy and coherence to address the combination of needs of the affected populations.

- (b) Getting countries to abolish their travel restrictions against migrants based on their HIV status is a continuing challenge. While nine countries have removed such restrictions, 44 countries still maintain some type of restriction. These restrictions take the form of pre-departure HIV testing, subsequent denial of visas for those living with HIV and periodic HIV testing of migrants in the host country as a prerequisite to renewing their visas.
- (c) Migrants who become HIV-infected in the host country can be jailed and summarily deported. Often, migrants do not receive the results of their tests, confidentiality is not maintained, and they do not receive counselling and referral for treatment.

4. Gaps evident within the migration and development sphere

The above challenges reveal that addressing HIV and migration within the context of development is still at an early stage. Filling the gaps would require increased collective advocacy across the UNAIDS family for investment in programmes that ensure the health and human rights of migrants. It is also essential that migrants, as well as members of their families, are meaningfully involved in consultations on national health and development frameworks.

5. Recommendations for the 2013 High-level Dialogue

The 2013 HLD provides an opportunity for dialogue on the intensified efforts required to reach the Millennium Development Goals by 2015 and on a post-2015 development agenda for protecting the health and human rights of migrant populations. Within the context of HIV, the following questions can be considered:

- (a) How to increase the engagement of national leadership in the migration sector in achieving the goal of eliminating HIV-related entry, stay and residence restrictions?
- (b) How can regional bodies, such as the Southern African Development Community, the Intergovernmental Authority on Development, the Association of Southeast Asian Nations, the East African Community, the Economic Community of West African States and the Caribbean Community Secretariat be supported to adopt harmonized approaches and work towards coherence of national laws, policies and practices that deal with migrant populations?

- (c) How can the humanitarian, development and security sectors work together effectively to address pressing challenges in conflict and post-conflict settings?

The outcomes of the 2013 HLD must include a commitment to the ongoing monitoring of time-bound goals addressing the needs of migrants, based on principles of human rights and equity. The UNAIDS Secretariat will continue its global- and regional-level advocacy work on HIV and migration, with the aim of achieving the complete removal of travel restrictions and increased HIV prevention, treatment, care and support services for migrant populations by national governments. UNAIDS country offices will continue to collaborate with Co-sponsors and other development partners who have the expertise and capacities to support this agenda.

CHAPTER

15

**United Nations
Conference on Trade
and Development**



UNITED NATIONS
UNCTAD

United Nations Conference on Trade and Development

The United Nations Conference on Trade and Development (UNCTAD)¹ is the focal point in the United Nations for the integrated treatment of trade and development, and interrelated issues in the areas of finance, technology, investment and sustainable development. The Organization has many years of experience in research, policy analysis and intergovernmental consensus-building on migration and remittances from the development perspective. A growing preoccupation for UNCTAD is the impact on least developed countries (LDCs) of migration patterns that create diasporas in different parts of the world, and the potential for utilizing the remittances, knowledge and experience gained by diasporas for the development of their home countries.

UNCTAD has provided a unique platform for public and private sector actors to meet in dialogue and intergovernmental consensus-building supported by solid secretariat research and policy analysis. The Organization has brought forward recommendations from its intergovernmental and expert meetings to guide policymakers and practitioners in understanding the linkages between trade, development and migration, as well as the importance of remittances and other migrant and diaspora assets for development, and the appropriate migration, economic and other policies to leverage these for development.

1. Migration and development activities since the 2006 High-level Dialogue

Intergovernmental expert meetings and consensus-building

In 2009 and 2011, UNCTAD held intergovernmental expert meetings on harnessing the potential of migrants and remittances for development. These meetings actively involved GMG members, including many heads of agencies.

In July 2009 UNCTAD held an ad hoc expert meeting in Geneva on the contribution of migrants to development, through trade, investment and development linkages.² Experts from 55 countries and 16 international agencies engaged in active discussions

¹ UNCTAD was established in 1964 as a permanent intergovernmental body that serves as the principal organ of the United Nations General Assembly which deals with trade, investment and development issues, and promotes the development-friendly integration of developing countries into the world economy. UNCTAD has 194 Member States and is headquartered in Geneva. For details about the Conference's mandate, visit these webpages: <http://unctad.org/en/Pages/Home.aspx> and http://unctad.org/en/pages/newsdetails.aspx?OriginalVersionID=79&Sitemap_x0020_Taxonomy=UNCTAD%20Home.

² For a background note and report see: UNCTAD, "Contribution of migrants to development: trade, investment and development linkages," note by the UNCTAD Secretariat at the ad hoc expert meeting on the contribution of migrants to development: trade, investment and development linkages (UNCTAD/DITC/TNCD/2009/2), Geneva, 29 July 2009; and UNCTAD "Report of the ad hoc expert meeting on the contribution of migrants to development: trade, investment and development linkages," Geneva, 29 July 2009. See also: GMG–UNCTAD, "Fact-sheet on the contribution of migrants to development: trade, investment and development linkages," available at www.globalmigrationgroup.org/en/gmg-documents.

on: (a) migration trends and the impact of the economic crisis; (b) trade, investment and development linkages; and (c) policy frameworks to enhance migrants' contributions to development. They highlighted the positive impact of migration on host countries, and emphasized that temporary and circular migration offer the greatest potential benefits to both sending and receiving countries. For instance, host countries can meet short-term labour supply shortfalls while home countries benefit from the transfer of skills, experience and technology. Addressing the policy, regulatory and other bottlenecks at the three essential stages of temporary migration – the “three Rs” of recruitment, remittances and return can help generate win–win outcomes for all involved.

The UNCTAD Expert Meeting on Maximizing the Development Impact of Remittances was held in Geneva in February 2011.³ Experts from 50 countries and 11 international or intergovernmental agencies discussed: (a) migration and remittances trends, (b) the development impact of remittance flows, (c) facilitating the flow of remittances, and (d) addressing barriers to remittance flows by facilitating temporary migration. They noted that South–South migration had become larger than South–North migration. Formalization of remittance flows can facilitate their productive uses. Experts shared country case studies and identified good policies and practices to maximize the development benefits while minimizing the costs. The meeting's conclusions and recommendations are included in the section in this chapter on good practices.

Research and publications

Much research and policy analysis by the UNCTAD Secretariat and experts is contained in the documentation for aforementioned expert meetings, including background documents prepared by the secretariat and the outcomes of the meeting prepared by the Chair with support of the secretariat.

The recently published UNCTAD book, *Maximizing the Development Impact of Remittances*, summarizes information contained in the background documentation and outcomes of 2011 meetings. It also includes 19 papers submitted by participating experts, including heads of international organizations such as IOM and UPU, as well as national experts. The lead article integrates information from all these inputs.⁴

Often altruistic in nature, remittance flows remain more stable during economic crises and can be counter-cyclical to the home country's economy.⁵ UNCTAD has evidence that remittances directly reduce poverty in recipient countries, as they provide direct

³ For a background note and report see: UNCTAD, “Maximizing the development impact of remittances,” note by the UNCTAD Secretariat on the UNCTAD Expert Meeting on Maximizing the Development Impact of Remittances (TD/B/C.1/EM.4/2), Geneva, 14–15 February 2011; and UNCTAD, “Report of the Expert Meeting on Maximizing the Development Impact of Remittances” (TD/B/C.1/EM.4/3), Geneva, 14–15 February 2011.

⁴ UNCTAD, *Maximizing the Development Impact of Remittances* (New York and Geneva, United Nations).

⁵ In 2008 global remittances were double the amount of official development assistance (ODA) and 60 per cent of foreign direct investment (FDI). Remittances remained relatively resilient during the financial crisis compared to FDI, which dropped dramatically in 2009; ODA was more stable, but much lower. Remittances to LDCs continued to increase during the crisis.

income for the poor and stimulate their consumption of food, education and health care. The UNCTAD publication, *Impact of Remittances on Poverty in Developing Countries*,⁶ analysed data from 77 developing countries, and the results indicate that for a given level of the gross domestic product (GDP), a 10 per cent average increase in remittances reduces the poverty headcount ratio by about 3.1 per cent and the poverty gap by 3 to 5 per cent. The effect is most pronounced in countries where remittances account for larger shares of the GDP.

UNCTAD has produced studies on the least developed countries (LDCs), that is, the world's 48 poorest countries, located mainly in Africa, the Pacific and Asia. The publication, "Making Trade More Development-transmitting, Multiplying and Inclusive for LDCs,"⁷ notes that tourism and the movement of service suppliers (GATS Mode 4) have exhibited high growth potential for these countries. Uganda, for example, with its large pool of medium- and high-skilled workers, has a central economic policy objective to further boost its gains from services and the services trade.

The Least Developed Countries Report 2012: Harnessing Remittances and Diaspora Knowledge to Build Productive Capacities notes that some 80 per cent of LDC migrants go to other developing countries, compared to 50 per cent for all developing country emigrants. They migrate, often informally, mainly to neighbouring countries along established migration corridors, for example, from Bangladesh and Nepal to India, or from Uganda and the United Republic of Tanzania to Kenya. Most African LDC migration takes place within Africa, with Côte d'Ivoire, Kenya and South Africa being the major poles of attraction. LDC emigrants and remittance recipients face much higher-than-average remittance costs, in part due to lesser-developed financial sectors in the LDCs. Remittance costs are particularly high among African LDCs. Some recent facts and findings from the above-mentioned reports include:

- Remittances to LDCs grew almost eightfold between 1990 and 2011, from USD 3.5 billion to USD 27 billion. Since 2008, they have continued rising despite the world financial crisis.
- In 2011 remittances to LDCs were almost double the value of foreign direct investment (USD 15 billion) inflows to these countries and were only exceeded by official development assistance (USD 42 billion in 2010) as a source of foreign financing.
- Remittance receipts per LDC inhabitant tripled between 2000 and 2010 from USD 10 to USD 30.
- Remittances are much more important for LDCs than for other country groups. In LDCs, remittances amount to 4.4 per cent of the GDP and 15 per cent of exports. These shares are three times higher than in non-LDC developing countries.

⁶ UNCTAD, *Impact of Remittances on Poverty in Developing Countries* (New York and Geneva, United Nations, 2011).

⁷ UNCTAD, *Making Trade More Development-transmitting, Multiplying and Inclusive for LDCs* (UNCTAD/DITC/TNCD/2011/1) (New York and Geneva, United Nations, 2011).

The UNCTAD Information Economy Reports 2011 and 2012⁸ and UNCTAD Mobile Money publication⁹ show the rise in youth mobile subscriptions and new opportunities offered for developing country populations in previously underserved areas. In LDCs, there are twice as many mobile phone subscriptions per inhabitant than bank accounts (368 compared to 171 per 1,000 inhabitants). East Africa is a mobile money growth pole, with Kenya's M-PESA¹⁰ mobile telephone-based banking service leading the charge. For example, some 70 per cent of Kenyans now receive money through mobile payments. Overall, international remittance costs have been falling and remittances from abroad are rising rapidly.

2. Support provided to the Global Forum on Migration and Development

UNCTAD has supported the Global Forum on Migration and Development (GFMD) since its inception by providing analytical inputs and comments for GFMD round table meetings and participating in GFMD meetings. The recommendations of UNCTAD expert meetings on migration-related issues were submitted to the GFMD meetings. UNCTAD has also supported the GFMD through the GMG.

UNCTAD served as the first chair of the GMG from January to June 2006; with the first meeting of the GMG on 9 May 2006 also chaired by the UNCTAD Secretary General. UNCTAD served a second time as chair of the GMG from July to December 2008. Its ongoing engagement in the GMG includes joint working-level and principals' meetings, joint publications, expert meetings and symposia, as well as participation in meetings organized by other GMG members and contributions to the preparations for the High-level Dialogues on International Migration and Development (HLDs) in 2006 and 2013.

The large body of research, policy analysis and intergovernmental consensus-building and expert recommendations produced by UNCTAD could be of particular value to GFMD 2013–14, with its theme “Unlocking the potential of migration for inclusive development.” The UNCTAD Secretariat has offered its assistance to the current GFMD Chair (Sweden).

⁸ UNCTAD, *Information Economy Report 2010: ICTs, Enterprises and Poverty Alleviation* (Geneva and New York, United Nations, 2010); and UNCTAD, *Information Economy Report 2011: ICTs as an Enabler for private sector development*. (Geneva and New York, United Nations, 2011).

⁹ UNCTAD, *Mobile Money for Business Development in the East African Community: A Comparative Study of Existing Platforms and Regulations* (New York and Geneva, United Nations, 2012).

¹⁰ For more information about the M-PESA mobile phone-based banking service, visit www.safaricom.co.ke/business/solutions-by-business-size/large-corporate/m-pesa.

3. Identified good practices

The UNCTAD Expert Meeting on Maximizing the Development Impact of Remittances (Geneva, 14–15 February 2011) resulted in the following conclusions and recommendations regarding good practices in this field:

- (a) Migration is a win–win, pro-development opportunity for all countries in the context of globalization. It should be mainstreamed and integrated into national development strategies.
- (b) Managing migration issues is a shared responsibility between the countries of origin, transit and destination. Bilateral agreements on temporary and circular migration can help maintain secure, legal and orderly migratory movements between countries.
- (c) Remittances are intrinsically linked with migration and have become a particular driver of the economies of many developing countries. Remittances must be integrated into the overall migration management policy and national development strategy. The gender and youth dimensions should be integrated into the management of migration and remittances.
- (d) Remittances have made positive contributions to poverty reduction, economic growth and social development in recipient countries by meeting basic needs, enabling investment in housing, health and education, and enabling transfers of knowledge and skills from returned migrants and diasporas. Nevertheless, it must be emphasized that remittances are not a substitute for coherent economic development strategies .
- (e) Proactive and targeted policies and measures could enhance the development impact of remittances. These may include: (i) financial education and financial inclusion, both for migrants and for recipients of remittances; (ii) the design and marketing of financial products (for example, savings and insurance); (iii) technical training in money transfer and financial services; (iv) migrant entrepreneurship training; (v) assistance to small and medium enterprises; and (vi) the securitization of remittances (for example, through diaspora bonds).
- (f) While keeping in mind that remittances are private flows, four steps in the process can be identified as maximizing the development impacts of remittances, namely: (i) formalizing remittance flows; (ii) establishing and enabling a competitive environment and conducive regulatory framework; (iii) promoting access to financial services (that is, linking remittances with other financial products such as scaled savings products, credit, insurance and mortgages, among others); and (iv) developing the range of financial products, including in rural areas, and promoting the use of new technologies.

- (h) Remittance flows need to be improved further, specifically by: (i) reducing transaction costs; (ii) ensuring safety and security; (iii) providing accessible and affordable transfer channels; (iv) eliminating tax on transactions; (v) improving transparency, information and competition in the money transfer markets; and (vi) offering innovative products. The postal network could be an important modality in rural areas, especially where other financial service providers are absent.
- (i) In order to increase remittance flows, measures – especially those that may act as barriers to temporary migration – should be dealt with at the national, bilateral, regional and multilateral levels, including at the Doha Round service negotiations. Facilitating temporary and circular migration, including through bilateral agreements, leads to useful solutions, and requires cooperation among the countries involved in migration.
- (j) Policy coherence and integrated approaches are particularly important. Despite the existing policies, experiences and mechanisms available to facilitate migration and remittances, there is still room for strengthening and improving cooperation and coordination nationally and internationally – including among migrant origin, transit and destination countries – as well as for experience-sharing and providing an enabling environment for temporary and circular migration.
- (k) A comprehensive approach should seek, inter alia, to: (i) set clear and aligned policy goals and priorities; (ii) establish and strengthen coherent regulations and institutions; (iii) assess labour market needs in destination countries; (iv) provide migrants with pre-departure and return reintegration training; and (v) hold multi-stakeholder consultations to facilitate flows of remittances for development and rights-based managed migration.

4. Challenges identified in carrying out UNCTAD work

Data on migration and remittances, as well as communication of information to migrants and recipient households, could be improved. Gender- and age-differentiated data would also facilitate gender and age analysis of migration. Limited secretariat staff time is also a constraint.

5. Gaps evident within the migration and development sphere

Work is needed to develop national and international strategic policies that would rest on five pillars:

- (a) Provide support to migrants, including in the context of facilitating temporary and circular migration;

- (b) Ensure financial inclusion of migrants;
- (c) Reduce transaction costs of remittances;
- (d) Develop supportive policy frameworks for temporary and circular migration;
- (e) Build capacities in key support services.

6. Recommendations for the 2013 High-level Dialogue

UNCTAD proposes that international public private partnerships are needed to:

- (a) *Facilitate the orderly flow of migrants with pre- and post-migration support programmes.* “Know thy migrant” by collecting information on migrants’ profiles, motivations and destinations. Temporary movement and circular migration, which have particular developmental benefits for youth, can be liberalized at the international level, including through GATS Mode 4, as well as at the regional, bilateral and unilateral levels. Young migrants can be incentivized to return home through training, skills development and low-interest loans. In addition, loans should be made available both pre-migration, to enable migrants to pay for recruitment fees and travel costs and post-migration, to enable them to start enterprises (when combined with entrepreneurship training, financial advice and business support) or to pay for education and training.

Liberalization and regulatory cooperation can take place at many levels: international (for example, through the World Trade Organization and GATS Mode 4), regional (for example, the East African Community and ASEAN) and bilateral or even unilateral (for example, the Singapore economic cooperation agreements with various partner countries).

- (b) *Reduce remittance costs.* The burden of remittance costs falls most heavily upon the poorest. Hence, there is a need to expand access to and ensure interoperability of remittance transfer services, and promote financial inclusiveness. Partnerships in these areas could involve financial, microfinance and money transfer organizations such as Western Union, postal unions, telecommunications operators, and, particularly, Safaricom’s M-PESA. Policymakers can discuss best regulatory practices, taking lessons from East Africa, with support from UNCTAD and other international agencies. Each country has its own unique policy and regulatory frameworks that can be tailored for the “best fit.”
- (c) *Develop capacities in affordable and accessible support services (finance, telecommunications, energy and ICT).* This may involve careful opening of key service sectors with large development dividends. These include the provision of finance (including remittance transfer, savings, investment and credit),

telecommunications, mobile money, infrastructure, transportation and energy services. A policy of competition across all sectors is important, as is allowing for links across sectors, as we see with M-PESA linking banking with mobile phones in Kenya and other African countries.

- (d) *Use dialogue and comprehensive integrated approaches to strengthen policy coherence and coordination.* This should be carried out at the national level, as well as internationally, that is, among countries of migrant origin, transit and destination, including through institution-building and better regulation.

The work of UNCTAD on migration and remittances will continue, in line with its mandate. In 2014 UNCTAD will hold an expert meeting on the impact of access to financial services on development, remittances and the economic empowerment of women and youth. This meeting will look at ways of improving access for both migrants and remittance recipients to financial advice and services, and reducing remittance costs.

CHAPTER

16

**United Nations
Department of Economic
and Social Affairs
Population Division**



United Nations

United Nations Department of Economic and Social Affairs Population Division

The Population Division of the Department of Economic and Social Affairs (UN DESA)¹ of the UN Secretariat provides guidance and support to the UN General Assembly and the Economic and Social Council (ECOSOC), including its Commission on Population and Development (CPD), on issues related to population, migration and development. Specifically, it is tasked with producing globally harmonized estimates on population dynamics, including migration; undertaking technical studies on population and migration levels, trends and dynamics; monitoring population and migration policies; and conducting research and integrating population and migration issues into the United Nations development agenda.

1. Migration and development activities since the 2006 High-level Dialogue

The Division coordinates the work on international migration and development, which includes: (a) servicing the UN General Assembly and ECOSOC; (b) strengthening the evidence base; (c) enhancing inter-agency coordination; and (d) developing capacities.

Servicing the UN General Assembly and the Economic and Social Council

The Economic and Financial Committee (Second Committee) of the UN General Assembly biennially considers the sub-item “international migration and development,” under the agenda item “globalization and interdependence.” The Population Division of UN DESA services the intergovernmental process with regard to that sub-item by preparing reports of the Secretary General, servicing intergovernmental negotiations and organizing events.² Consequently, the Division has been the focal point for preparing the reports of the Secretary General on international migration and development for the sixty-third (2008), sixty-fifth (2010) and sixty-seventh (2011) sessions of the General Assembly. These reports review the role of the United Nations system and other relevant stakeholders in implementing General Assembly resolutions on international migration and development. The Secretary General’s report for the sixty-third session of the General Assembly, for instance, provided a basis for the consideration of possible follow-up options to the 2006 High-level Dialogue (HLD) on International Migration and Development.

¹ The Population Division of UN DESA was established in 1946 to service the Population Commission. The Division prepares data estimates and projections on matters such as total population, fertility, mortality, migration and urbanization which serve as references for the UN system, governments, academics, the media and corporate users throughout the world. The Division is the substantive secretariat of what is now called the “Commission on Population and Development” and, therefore, monitors the implementation of the Programme of Action of the 1994 International Conference on Population and Development and its follow-up commitments. It produces selected indicators related to the reproductive health targets of the Millennium Development Goals and services the deliberations of the General Assembly in the area of international migration and development.

² For more information, visit www.un.org/esa/population/migration/ga/index.html.

The report for the sixty-fifth session of the General Assembly reviewed trends in international migration in light of the effects of recent financial and economic crises. The report for the sixty-seventh session of the General Assembly focused on, among other topics, the organizational details of the 2013 HLD, including possible themes.

The Division provides substantive support for the preparation and organization of high-level plenary meetings on international migration and development hosted by the General Assembly. Specifically, the Division supported the President of the General Assembly in convening the first HLD on International Migration and Development in September 2006 and the informal thematic debate on international migration and development organized in May 2011. Currently, the Division is actively engaged in the preparations for the second HLD, which will take place on 3 and 4 October 2013.

The Division services annual meetings of the CPD, one of the functional commissions of ECOSOC. Since 2006, three sessions of the CPD have focused on the theme of migration: the thirty-ninth session focused on “International migration and development”; the forty-first session, on “Population distribution, urbanization, internal migration and development”; and the forty-sixth session, held on 22–26 April 2013, on “New trends in migration: demographic aspects.”³ The forty-seventh session of the CPD in 2014, which will focus on the assessment of the status of implementation of the Programme of Action of the International Conference on Population and Development (ICPD), is expected to address the issue of international migration in relation to Chapters IX and X of that programme of action.

Strengthening the evidence base

The Division is responsible for providing the international community with up-to-date and objective information on population and development. In relation to international migration, the Division estimates the global number of international migrants, accounting for key demographic variables, at regular intervals, monitors the levels, trends and policies of international migration, and analyses the relationship between international migration and development.

Since 2006 the Division has made considerable strides in strengthening the evidence base on international migration. For instance, as part of its monitoring activities, the Division developed the United Nations Global Migration Database – a comprehensive collection of empirical data on the number of international migrants by country of birth and citizenship, sex and age, as enumerated by population censuses, population registers, nationally representative surveys and other official statistical sources.⁴ The database contains millions of records from close to 200 countries or areas for the

³ Visit www.un.org/esa/population/cpd/cpd_archives.htm for more information on these sessions.

⁴ The database was developed in collaboration with the Statistics Division of UN DESA, the World Bank and the University of Sussex, and with financial support from UNICEF and the Special Unit for South–South Cooperation of the United Nations Development Programme.

1990 census round and 160 for the 2000 census round, covering 78 and 89 per cent, respectively, of all international migrants worldwide.⁵ Over 4,400 users have subscribed to the database.

The Division prepares estimates of the global number of international migrants at regular intervals. In 2009 the Division released the data set entitled “Trends in International Migrant Stock: The 2008 Revision,” which contains a complete set of estimates for 230 countries or areas for the period 1960–2010.

In 2011 the Division issued estimates of the number of international migrants by age and sex for the first time, and published this data set as “Trends in International Migrant Stock: Migrants by Age and Sex.” The data set contains estimates of the number of international migrants by age and sex for 196 countries or areas with 100,000 inhabitants or more for the years 1990, 2000 and 2010, as of mid-2010.

In 2012 the Division prepared the first Trends in International Migrant Stock: Migrants by Destination and Origin data set, which estimates the number of international migrants by country of birth (or citizenship), country of destination and sex for 230 countries or areas of the world for the years 1990, 2000 and 2010.

In 2013 the Division expects to revise its estimates of the global migrant stock by age, sex and origin for 230 countries or areas, taking advantage of the new data that have become available from the 2010 global round of population censuses.

Since 2006 the Division has produced two editions of the data set “International Migration Flows to and from Selected Countries.” The 2008 revision of the data set was released in 2009, while the most recent version, – the 2010 revision – was published in 2011. The 2010 revision contains annual data on immigration flows and, where available, emigration and net flows, by country of origin and destination for 43 destination countries, considerably more than in the 2005 revision, which contained data on international migration flows for only 15 countries.

In addition to publishing new data on migrant stocks and migration flows, the Division estimates and projects net migration for 230 countries or areas of the world. Those estimates and projections were issued as part of the 2008 and 2010 revisions of World Population Prospects.

The Division also produced two updates to the World Population Policies database: the 2007 revision, issued in 2008, and the 2009 revision, published in 2010.

⁵ The 2010 census round is still ongoing.

Enhancing inter-agency coordination

In accordance with UN General Assembly resolutions 56/203 and 58/208, the Division continues to convene annual coordination meetings on international migration. Since the 2006 HLD, the Division has hosted six such meetings, the latest of which – the eleventh coordination meeting – was held in February 2013 and focused on preparations for the 2013 HLD.

Following the establishment of the Global Forum on Migration and Development (GFMD), the scope of the coordination meetings was broadened to include an intergovernmental segment that features presentations by the outgoing and incoming GFMD Chairs-in-Office. The meeting also features a coordination segment which identifies gaps and synergies between migration activities within the UN system and between the UN system and other relevant intergovernmental organizations, including IOM. Further, an expert segment allows for the presentation of recent research findings.

Over the past few years, participation in the coordination meeting has greatly increased; nearly 180 participants attended the eleventh coordination meeting in 2013, compared to 80 participants in 2006. Participation has also become more inclusive. In addition to representatives of agencies, funds and programmes of the United Nations system and other relevant intergovernmental organizations, experts, representatives of UN Member States and non-governmental organizations are also welcomed.

UN DESA is committed to inter-agency cooperation on migration. It chaired the Global Migration Group (GMG) during the second half of 2007, organizing one meeting of Principals and two meetings at the working level. During its chairmanship, a website was created to archive GMG materials.

The Division actively supports the GMG by participating in working-level meetings and, through senior staff in UN DESA, in meetings at the Principals' level. The Division has contributed to the substantive work programme of the GMG by preparing joint statements, contributing to the report *International Migration and Human Rights: Challenges and Opportunities on the Threshold of the 60th Anniversary of the Universal Declaration of Human Rights*, drafting a chapter in the forthcoming report *Migration and Youth: Harnessing Opportunities for Development*, among others.

The Division co-chairs with IOM the GMG Working Group on Data and Research, which aims to coordinate the activities of GMG agencies on data and research issues, as well as the GMG inputs to the GFMD ad hoc Working Group on Policy Coherence, Data and Research. Under the auspices of the GMG working group, the Division, with support from UNICEF, produced a common set of indicators for Migration Profiles.

Developing capacities

Since 2006, the Division has strengthened its efforts to support capacity-building and training activities in international migration. For instance, between 2009 and 2012, the Division contributed to a project aimed at strengthening national capacities to maximize the development benefits and minimize the negative impact of international migration, coordinated by the UN Economic Commission for Latin America and the Caribbean.

Under the project, the Division participated in five meetings, contributed to the development of the UN Economic Commission for Europe toolkit entitled “Statistics on International Migration – A Practical Guide,” as well as to the development of a common template to identify migration research centres and information systems. The Division developed a toolkit on international migration, which provides an overview of basic definitions, concepts and data sources in the field of international migration.

The Division actively participates in training and capacity-building activities at the international, regional and country levels. It has made presentations in migration and development seminars, organized by the United Nations Institute for Training and Research and delivered training courses as part of the Labour Migration Academy, organized by the ILO Training Centre in Turin, Italy.

At the regional level, the Division has participated in a number of intergovernmental and technical meetings, among others, in Colombia, Georgia, Guatemala, Jamaica, Kyrgyzstan, Qatar, Mauritius, the Philippines, the Republic of Moldova, Spain, Turkey and Thailand. In these meetings, the Division’s contributions often focused on strengthening the capacities of countries to collect and exchange migration information and to develop and implement evidence-based migration policies. The Division continues to familiarize workshop participants with the report *Migrants Count: Five Steps toward Better Migration Data*, published by the Center for Global Development.

2. Support provided to the Global Forum on Migration and Development

The Population Division of UN DESA has collaborated with the GFMD since its inception in 2007. Representatives of the Division have participated in each of the global meetings of the Forum and have actively contributed to the preparatory, as well as follow-up, activities for those meetings. For instance, the Division facilitated a “Market place” during the first meeting of the Global Forum, where Member States and international organizations could discuss requests for migration training, advice and capacity-building. In 2012, during the Global Forum meeting in Mauritius, the Division made a presentation on South–South migration.

The Division provides technical and substantive assistance and feedback to the annual chairs of the GFMD, including by participating in the meetings of the Friends of the Forum. UN DESA senior and technical staff have participated in high-level meetings, expert meetings, seminars and workshops, organized within the framework of the Global Forum. For instance, in 2010 the Division participated in meetings of the GFMD ad hoc working group on data, research and coherence, held in Finland and Austria. In 2011 the Division participated in GFMD workshops, held in Batumi, Chisinau, Marseille and New York, focusing, inter alia, on monitoring, evaluation and mainstreaming migration into development planning. In 2012 staff of the Division participated in two preparatory meetings organized by the Chair-in-Office in Mauritius, one on brainstorming (January) and one on harnessing diaspora resources for development in Africa (May).

Furthermore, the Division administers a grant from the MacArthur Foundation to support the work of Peter Sutherland, Special Representative of the Secretary General (SRSB) for International Migration and Development. Since 2006, the SRSB has acted as the main link between the State-led GFMD and the United Nations.

3. Identified good practices

Strengthening coordination

In accordance with General Assembly resolution 58/208, the Population Division of UN DESA not only continues to carry out its annual coordination meetings, but has also greatly expanded the scope of, and participation in, those meetings. Since 2007, the incoming and outgoing Chairs-in-Office of the GFMD have made presentations at the coordination meetings. The fact that the SRSB and a broad spectrum of representatives from civil society participated in the eleventh coordination meeting further illustrates the growing importance of such meetings in fostering communication, collaboration and coherence on issues related to international migration and development among the entities of the UN system, other relevant international and regional organizations and civil society. Contributions from participants to the annual coordination meetings are valuable inputs for reports of the Secretary General.

Producing estimates and disseminating data

Since 2006 the Division has sought to disseminate the information it produces in a more timely and user-friendly manner through CD-ROMs, online databases and other mediums. The Division developed a number of web-based interactive databases which can be accessed free of charge. Those databases include estimates of international migrant stocks by age, sex and origin; data on international migration flows, estimates; and projections on net migration, as well as information on international migration policies.

Publishing analytical reports

The Division has stepped up its efforts to disseminate its analytical reports and other comprehensive studies on international migration free of charge through its website, www.unmigration.org. Among the publications available online are: the *International Migration Report 2009: A Global Assessment*; technical papers, such as *Data and analysis: Partnering to better understand and address the human development implications of migration* and *International Migration in a Globalizing World: The Role of Youth*.

Disseminating wall charts and fact sheets

The Division has sought to reach a broader audience through wall charts and fact sheets. The Division published two recent wall charts: *International Migration 2009* and *The Age and Sex of Migrants 2011*. The Division also published several fact sheets, including on the migration of health workers,⁶ on the age of international migrants⁷ and on South–South migration.⁸ These fact sheets are prepared in direct response to recent policy developments. The fact sheet on health workers, for instance, was drafted in response to the adoption by the World Health Assembly of the Global Code of Practice on the International Recruitment of Health Personnel. All publications can be accessed through the migration website of the Division.⁹

Promoting coherence

Since 2006 the Division has made concrete efforts to strengthen its collaboration with other entities of the UN system, as well as with other relevant international or regional organizations. In 2010 and 2012, the Division sent out a questionnaire to all members of the GMG, with the purpose of gathering information on their follow-up activities to the recommendations and outcomes stemming from the various meetings of the GFMD. This information has been used in the preparation of the biennial reports of the Secretary General on international migration and development.

Collaborating on joint initiatives

The Division has strengthened its collaboration with various entities of the GMG with the purpose of improving the evidence base on international migration and development. The Division collaborated with the Statistics Division of UN DESA, the World Bank and the University of Sussex to develop the Global Migration Database, with financial support from UNICEF and the Special Unit for South–South Cooperation

⁶ UN Population Facts No. 2010/2/E/Rev: Health Workers, International Migration and Development.

⁷ UN Population Facts No. 2010/6: International Migrants by Age.

⁸ UN Population Facts No. 2012/3: Migrants by origin and destination: The role of South–South migration.

⁹ UN DESA Population Division website: www.unmigration.org.

of the UN Development Programme. The database, which can be accessed free-of-charge, has served as the foundation for the preparation of estimates of international migrants by age and the quantification of South–South movements.

4. Challenges identified in carrying out UN DESA’s migration work

One of the main challenges the Division encounters in preparing global estimates of international migration is the lack of availability of empirical data on international migrant stocks and migration flows. Despite the heightened policy attention for migration, a number of countries still do not comply with the UN recommendation to collect information on the country of birth, country of citizenship and year of arrival of international migrants in their population censuses, the most widely used source of globally comparable data on international migration. According to the Statistics Division of UN DESA, 228 countries or areas have conducted or will conduct a population census during the 2010 round of population censuses, an increase of 21 countries over the previous round. Yet early indications suggest that the reporting of the core migration indicators has not improved since the 2000 round of censuses.

Other challenges include the long delays in data dissemination and the lack of detailed tabulations. Micro-data from the population census, a useful analytical tool for furthering the study of the developmental impacts of international migration, are available for only a limited number of countries.

Serious challenges also exist with regard to the availability of migration statistics from administrative sources and registers. The number of countries that systematically register changes in the country of residence of foreigners, and in particular citizens, is limited. Information on the admission or departure of international migrants by reason for their migration – a critical variable in understanding global migration patterns – is even scarcer, as few countries publish statistics on type of visa or permit granted. There is also a lack of coordination between the various national institutions generating international migration data.

In order to analyse the linkages between international migration and development, household surveys are essential. However, funding for migration surveys is very limited. National statistical offices and the donor community should support the conduct of periodic migration surveys. Without additional support for migration surveys, or migration modules as part of generic household surveys, evidence-based policies on migration and development will remain elusive. Integrating migration into the post-2015 UN development agenda and monitoring the implementation of concrete measures to address migration challenges and enhance migration benefits would not be possible without a solid foundation of data collection and analysis.

The Division considers improving the evidence base on international migration, including its linkages with development, as a key issue that should be addressed as part of the 2013 HLD. Of particular priority is the strengthening of statistical capacity at the national level to collect, process, disseminate and analyse international migration data for evidence-based migration policies.

5. Gaps evident within the migration and development sphere

One of the main gaps in the migration and development sphere is the lack of an effective institutional mechanism to coordinate inter-agency responses to the challenges and opportunities of international migration. The GMG, which was created prior to the first HLD and the establishment of the GFMD, has undoubtedly contributed to promoting dialogue between the various entities in the UN system and other international organizations engaged in international migration. Yet the current governance structure of the GMG is not conducive to meaningful partnerships, especially on longer-term projects. Further, the lack of dedicated funding implies that GMG members have to rely on their own resources. This can be particularly challenging in light of their different capacities, expertise and mandates. Without a concrete mandate from Member States, coherent inter-agency cooperation, including in support of the activities of the GFMD, will remain a challenge.

So far, the GMG has provided only limited support to the GFMD because it lacks a clear request from the GFMD to do so more systematically. As a result, many of the activities undertaken by the GMG to support the Global Forum have been ad hoc in nature and have often lacked coordination. This situation has been noted with concern by the SRSG, who has proposed the creation of a small, permanent GMG secretariat to strengthen inter-agency coherence and provide a link to the GFMD. Several Member States have also voiced the need for a more coherent, inter-agency response and support mechanism on migration.

The GMG, as it currently stands, is an informal consultative mechanism of entities, designed to coordinate activities on international migration at the Headquarters level. For the GMG to work effectively on migration at the field level, it needs systemic linkages with existing UN coordination mechanisms. Thus, the involvement of mechanisms such as the UN Development Group is essential for migration to be fully integrated into national development planning and system-wide efforts to “deliver-as-one.”

A small support unit focused on coordinating activities of the GMG would go a long way towards furthering the coherence and effectiveness of the Group. It would help ensure a coherent system-wide response to future United Nations priorities, including the post-2015 development agenda. A small support unit would also allow the GFMD to access GMG resources more efficiently and effectively, by coordinating and facilitating

the transfer of inputs from the GMG entities to the GFMD. The support unit could also enable the GMG to coalesce at the field level, including by implementing GFMD outcomes. The support unit would allow for a pooling of resources from interested GMG members, enhancing their buy-in in inter-agency collaboration.

6. Recommendations for the 2013 High-level Dialogue

Recommendations in relation to the GMG include the following:

- (a) Establish a small, permanent GMG support unit to coordinate joint activities, support the GMG Chair and lend support to the GFMD;
- (b) Revisit the terms of reference of the GMG to reflect the new realities since 2006 and improve effectiveness and coherence post-2013;
- (c) Revisit the GMG's membership to ensure: (i) system-wide representation and buy-in and (ii) greater linkages with civil society;
- (d) Create a trust fund to support the GMG support unit and carry out GMG activities;
- (e) Include the GMG Chair in meetings of the GFMD Steering Committee;
- (f) Document GMG achievements through an annual report;
- (g) Increase the visibility of the GMG by maintaining a website;
- (h) Improve coherence on international migration at the field level.

Recommendations in relation to the 2013 HLD include the following:

- (a) Strengthen the evidence base on international migration and development by, among others, urgently disseminating migration data from the 2010 census round, improving access to migration data from administrative records and conducting migration surveys in countries that lack adequate migration information;
- (b) Establish a trust fund to improve the migration evidence base;
- (c) Revisit the recommendations put forward by the Global Commission on International Migration;
- (d) Formulate a set of key messages that will be used by the UN system in the run-up to the 2013 HLD;

- (e) Develop a global information campaign highlighting the contributions of migrants to the development of countries of destination and origin;
- (f) Organize a treaty signature event similar to the one held in conjunction with the 2006 HLD.

CHAPTER

17

**United Nations
Development
Programme**



*Empowered lives.
Resilient nations.*

United Nations Development Programme

The UN Development Programme (UNDP)¹ helps countries build and share solutions to achieve poverty reduction and the Millennium Development Goals, democratic governance, crisis prevention and recovery and sustainable environment and energy for sustainable development. The Organization partners with people at all levels of society to help build nations that can withstand crisis, and drive and sustain the kind of growth that improves the quality of life for everyone. On the ground in 177 countries and territories, UNDP offers global perspective and local insight to help empower lives and build resilient nations.

UNDP has been involved in migration and development-related initiatives at the global, regional, national and local levels. Many of its projects in this area are initiated at the country level, in response to requests for support from local and national governments. Most of its migration-related work is undertaken jointly with other UN agencies and/or IOM. It includes interventions for capacity development, advocacy and knowledge-sharing and networks.

1. Migration and development activities since the 2006 High-level Dialogue

UNDP currently does not have a mechanism to systematically collect information on its migration-related work at different levels of intervention, especially at the country level. The information presented here is largely based on a review undertaken in the context of the 2009 Human Development Report, as well as online and offline exchanges with country offices. A systematic stock-take on migration and displacement activities is, however, planned for 2013.

Country and regional level initiatives on migration and development

More than 30 UNDP country offices and regional centres around the world, working in partnership with government, other international agencies and civil society, are actively engaged in initiatives related to migration and development. These span the areas of:

- (a) *Mainstreaming migration into national development strategies.* Jointly with IOM, and working through the GMG and UN Country Teams (UNCTs) with other partners (the UN Population Fund [UNFPA], UNICEF and UN Women), UNDP is supporting

¹ UNDP was founded on 22 November 1965 with the merger of the Expanded Programme of Technical Assistance and the United Nations Special Fund. In 1971 the two organizations were fully combined into UNDP. For further details about the mandate and work of UNDP, visit www.undp.org/content/undp/en/home.html.

migration mainstreaming processes in four pilot countries: Bangladesh, Jamaica, the Republic of Moldova and Tunisia.²

- (b) *Rights, protection and law reform.* Initiatives include projects that raise awareness of abusive and exploitative labour practices and the dangers of irregular migration channels; prepare potential migrants for foreign employment prior to departure; advocate for the protection of the rights of migrant women; and support efforts to increase the quality of services provided to migrants (for example, in Armenia, the Philippines and Uzbekistan).
- (c) *Remittances and diaspora contributions.* Projects are predominantly aimed at channeling migrant financial resources to support economic and social development in the country of origin by mobilizing diaspora investment, lowering the cost of remittance transfers, improving access to financial services and enhancing both accessibility to services and capacities in rural areas. Some projects support the mapping of diaspora communities and capacity-building for national institutions tasked with diaspora outreach (for example, in Albania, Bolivia (Plurinational State of), the Dominican Republic, Lesotho, Morocco, Nigeria, the Philippines, Senegal, Somalia, Sri Lanka, Syrian Arab Republic and Tajikistan);
- (d) *Migration management, return and reintegration.* Several programmes support capacity-building for national institutions involved in migration management, facilitate dialogues between countries of origin and destination and organize temporary returns of expatriate professionals to address skills shortages and build capacities in critical sectors (for example, in Afghanistan, Armenia, Bangladesh, El Salvador, Ethiopia, Ghana, Indonesia, Iraq, UNSC resolution 1244-administered Kosovo, Lebanon, Lesotho, Liberia, Malaysia, Mali, Pakistan, Rwanda, Somalia, Sudan, Syrian Arab Republic, the Philippines, the Occupied Palestinian Territory and the United Arab Emirates);
- (e) *Migrants' access to services.* This includes programmes that support access to services in the areas of civil registration, health care, training, employment and social services for internal migrants, internally displaced persons and marginalized populations; and the development of the capacities of local and national governments and civil society stakeholders to address the rights and needs of those groups and recognize them in national strategies and action plans. In the Asia-Pacific region (specifically, South-east Asia and southern China), the focus is on the interlinkages between HIV and mobility, and on the promotion of universal access to HIV prevention, treatment, care and support for mobile and migrant

² Activities in this area include: the creation of consultative intragovernmental and multi-stakeholder mechanisms; country-specific situation assessments (for example, in the form of Extended Migration Profiles); mapping of relevant legal, institutional and policy frameworks; capacity assessments of relevant stakeholders; formulation of a national policy/plan of action; formulation of an implementation strategy; formulation of indicators for monitoring and (M&E) and the establishment of a multi-stakeholder M&E mechanism; and capacity development interventions, including training for relevant stakeholders on migration and development-related analysis, planning and programming.

populations (for example, in China, India, Mongolia, Montenegro, Myanmar, Nepal, Serbia, Thailand, Turkey and UNSC resolution 1244-administered Kosovo);

- (f) *Forced migration*. Projects in this area are aimed at preventing trafficking in persons through awareness-raising and improving institutional capacities and intragovernmental coordination for the prosecution of traffickers (for example, in Armenia, Belarus, Ghana, the Republic of Moldova, Serbia, Thailand/Mekong region and Uzbekistan).

Global level activities on migration and development

Capacity development

Since the beginning of 2011, UNDP, in close collaboration with IOM and the GMG, has been implementing a global pilot project entitled “Mainstreaming Migration into National Development Strategies,” funded by the Swiss Agency for Development and Cooperation. In addition to country-level implementation in four countries (see paragraph (a) in Section 1.), the project includes a global component, steered through the inter-agency mechanism of the GMG Working Group on Mainstreaming Migration into National Development Strategies and aimed at helping UN Country Teams (UNCTs) in the four pilot countries and globally, to advise and support governments and their partners on migration and development issues. To this end, the GMG working group conducted a survey of UNCTs in 2011, inquiring about migration-related capacities and demands at the country level, and compiled GMG resources on various themes into an easy-to-navigate online “Guidance and Tools Package for UNCTs,” which is accessible on the GMG website (under the rubric “UNCT Corner”).

The pilot project is systematically collecting lessons learned over the course of 2012 to 2013. While there have been varying degrees of progress across countries, a number of insights have emerged from consultations so far. These include:

- (a) The importance of government ownership and high-level political buy-in to ensure the sustainability of the process;
- (b) The importance of choosing a capable lead government agency, ideally with a cross-cutting coordination mandate, such as the planning commission or Prime Minister’s Office, to foster a “whole-of-government” approach to migration and development;
- (c) The benefit of broad-based stakeholder consultations, including with civil society partners, who often have valuable experience and insights on how to address the needs of vulnerable groups of migrants;

- (d) The opportunity to use the mainstreaming process to advance dialogue with development partners and major destination countries;
- (e) The synergies that exist with other migration and development initiatives, such as the Joint Migration and Development Initiative (JMDI)³ and the Extended Migration Profiles series;
- (f) The usefulness of the *GMG: A Handbook for Policy-makers and Practitioners* in providing guiding principles, but also the need to have a more accessible summary of the handbook available;
- (g) The need for capacity-strengthening among all engaged stakeholders, including the members of the UNCT, to enable them to increasingly “deliver as one” in support of migration mainstreaming processes.

Countries highlighted the difficulty of accessing specialized migration and development expertise to support the mainstreaming process, including situation assessments and the development of policy and implementation strategies. They also stressed the need to look beyond the national level to engage bilateral and regional partners.

Consolidated lessons from the pilot mainstreaming project will be shared during the preparatory process for the High-level Dialogue (HLD). They should serve to support an evidence-based and practice-oriented discussion, especially under the HLD Roundtable 3, entitled “Strengthening partnerships and cooperation on international migration, mechanisms to effectively integrate migration into development policies and promoting coherence at all levels.”

The migration mainstreaming project is scheduled to enter into a larger second phase in 2013, which will be geared towards supporting more countries over a longer implementation period, and placing greater emphasis on technical assistance and sharing of lessons among countries, including through the exploration of a Triangular Cooperation modality. Based on lessons learned from the pilot project and other experiences, the development of more practical tools to support mainstreaming processes, such as sector-specific policy guidance notes, policy checklists, training modules and others, is also foreseen. The project will involve other GMG agencies, both at the country and global levels, and a number of project-related activities will be part of the GMG joint multi-annual work plan currently being developed.

JMDI is a global inter-agency programme implemented by UNDP in partnership with ILO, IOM, UNFPA and the Office of the UN High Commissioner for Refugees (UNHCR) and (since 2012) UN Women. It was first launched in 2008 with the aim of: (a) setting up and reinforcing networks of actors working on migration and development; (b) identifying

³ Visit www.migration4development.org/content/about-jmdi for more information about JMDI.

good practices and sharing information on what works at the local and international levels among those who are active in this field, and with a view to (c) feeding good practices and relevant information into policymaking on migration and development.⁴

From 2009 to 2011, JMDI supported over 50 projects, implemented by consortia of diaspora and civil society organizations and local authorities, linking EU-based partners and partners based in the 16 target countries of the JMDI.⁵ It has taken stock of the project experiences in the handbook *Migration for Development: A Bottom-up Approach*.⁶ This provides useful insights for policymakers that can serve to test assumptions about the capacities of, and partnerships with, civil society and local actors; and offers practical recommendations for future assessments of diaspora-related policies or decentralized cooperation. The handbook was presented at the 2011 GFMD in Geneva during the Civil Society Days, and has been distributed in the programme countries of the JMDI and disseminated through various online networks.

JMDI entered its second phase of programme implementation in December 2012, focusing on efforts to support and harness the potential of decentralized levels of government, such as provinces and local authorities, to act as strategic partners for civil society in the area of migration and development. Programme activities are funded over three years, with a total budget of USD 9.5 million, contributed by the European Commission and the Swiss Agency for Development and Cooperation.

Findings from the first phase of the JMDI showed that the effectiveness of migration and development activities largely depends on strategic partnerships between civil society organizations and governments at decentralized levels. However, in general terms, local governments have not received the same level of attention as other stakeholders, despite their potential impact on the connections between migration and development. Successful interventions of local authorities are essentially the results of trial-and-error processes, and are quite often insufficiently institutionalized, undermining their sustainability. Local authorities also often lack the capacity to effectively link migration and development at the local level, and to engage in meaningful partnerships with relevant civil society actors. In addition, they have very few opportunities to learn from other local authorities' accomplishments.

⁴ A Call for Proposals was launched at the end of 2008 to provide approximately EUR 10 million in funding to support concrete interventions in four priority areas: (1) migrant remittances (their facilitation, reduction of transfer costs, possible articulation to development purposes, among others); (2) migrant communities (their links with countries of origin and destination, among others); (3) Migrants' capacities/skills (use of migrant skills for development in countries of origin, support to their professional and socioeconomic reintegration, mitigation of brain drain, among others); (4) migrants' rights (their promotion, application and protection; and the the implementation of appropriate solutions for specific categories of persons such as unaccompanied minors, return migrants, among others).

⁵ The target countries are: Algeria, Cape Verde, Ecuador, Egypt, Ethiopia, Georgia, Ghana, Jamaica, Mali, the Republic of Moldova, Morocco, Nigeria, the Philippines, Senegal, Sri Lanka and Tunisia.

⁶ The handbook is available for download from www.globalmigrationgroup.org/uploads/UNCT_Corner/theme7/jmdi_august_2011_handbook_migration_for_development.pdf.

The second phase of JMDI foresees three interconnected outputs to address these challenges:

- (a) To move from isolated and individual approaches to more structured interventions through the identification of promising initiatives by local authorities, in partnership with civil society organizations in selected countries, that will be scaled up to maximize impact on local development. Policy options and road maps for action will be drawn from the experience of the supported initiatives;
- (b) To reinforce the capacities of selected local administrations to effectively link migration and development, with a specific focus on facilitating increased coordination within themselves to maximize their ability to grasp the potential of migration for development;
- (c) To connect local authorities globally with each other and with other stakeholders and facilitate partnerships (among local authorities in countries of origin and destination of migration, migrant and refugee associations, the private sector, social partners and others) to reinforce local authorities' potential to become active players in the field of migration and development.

To frame the programme's strategy, JMDI published a mapping of local authorities' practices in the area of migration and development, entitled *A territorial approach to local strategies, initiatives and needs*, which articulates the linkages between migration, local development, local governance and decentralized cooperation that should be built upon.

Knowledge-sharing and networking

In its effort to reinforce networks of actors working on migration and development, the JMDI has set up an online global Community of Practice (through M4D Net) accessible through a dedicated website (www.migration4development.org) and designed to mobilize and give civil society a voice in international dialogues and strengthen their capacities. With over 2,000 members and over 5,000 visitors per month, the Migration4Development Portal is firmly established as the go-to website on migration and development issues. Furthermore, it offers the opportunity for practitioners and policymakers to meet virtually to share experiences and good practices. Amongst its key features, the M4D platform regularly launches e-discussions (often in collaboration with JMDI partner agencies) on topics related to migration and development, exploring specific issues in more depth.

Knowledge-building and advocacy

The *Human Development Report (HDR)* is an independent publication commissioned by UNDP. From the beginning, the Report has been a pioneer of methodological

innovation and development thinking. Often provocative, the report was first launched in 1990, with the goal of putting people at the centre of development, going beyond income to assess people's long-term well-being. The report's messages – and the tools to implement them – have been embraced by people around the world, as shown by the publication of autonomous National Human Development Reports by more than 140 countries over the past two decades. The *HDR* is translated into more than a dozen languages and launched in more than 100 countries annually.

With the Human Development Report 2009, entitled “Overcoming barriers: Human mobility and development,” UNDP has made a major contribution to a more holistic conceptualization of, and the evidence base underpinning, the migration–development nexus. The 2009 HDR was informed by 57 background papers, 12 regional consultations, 23 seminars, and three e-discussions organized on UNDP's knowledge networks. It delivered a major advocacy tool for highlighting the positive contributions of mobility to the human development of migrants and their families, and of countries of origin and destination, while underlining the crucial role of policy choices in realizing these benefits.

The 2009 HDR presented a number of counter-intuitive and little-known facts, for example, that the overwhelming majority (estimated at 740 million) of all migrants – are moving internally within their own countries. Fewer than three out of every 10 transnational migrants move from a developing country to a rich one. Also, migrants typically enhance economic output in their new communities, give more than they take and have only a small effect on public finances. As such, the report helped to challenge many of the stereotypes bedeviling the debate around migration, and proposed a set of reforms to migration policies in origin and destination countries that would increase people's freedom and strengthen human development.

In follow-up to the 2009 HDR, UNDP has developed a guidance note on mobility and migration to support the work of human development report teams and partners in integrating migration-related analysis and advocacy into development planning and policy debates.

Regional, national, and subnational human development reports are one of the main instruments to apply the human development approach at the country level. They help to assess development challenges and local policies in a multidisciplinary and participatory way, and have often been successful in steering national and regional debates. Migration, both domestic and international, is analysed from different perspectives in two regional human development reports (RHDRs), 18 national human development reports (NHDRs) and two subnational human development reports. In four cases (Albania, Armenia, El Salvador and Mexico) migration was the central theme of the NHDRs, while in the other cases it is mentioned as a cross-cutting issue that impacts a specific topic relevant to human development in that country or region.

NHDRs often make an important contribution to enhancing the evidence base for policy formulation and adjustment, for example, through special surveys on migration for which data is not collected in a routine manner.

The Mexico HDR 2006–2007, “Migration and Human Development,” introduced noteworthy innovations to enhance the measurement of human development, including a Human Development Index adjusted for internal migration.

UNDP is currently helping to advance reflection on the inclusion of migration in the post-2015 development agenda by supporting the advocacy efforts of the Secretary General’s Special Representative on International Migration and Development and of the current GFMD Chair, Sweden, on this topic; and by initiating with IOM the formulation of a joint GMG position and strategy on migration and post-2015.

Inter-agency coordination

UNDP is a committed member of the GMG and contributes to the field of migration and development through the GMG and individual collaboration with its member agencies at the global and country levels.

UNDP assumed the chairmanship of the GMG during the first half of 2010 with the overall aim of enhancing the relevance of GMG coordination for inter-agency collaboration at the country level and promoting the integration of migration into development strategies. Its chairmanship produced three concrete outputs: (a) the organization of the GMG Practitioners’ Symposium; (b) the finalization and GMG endorsement of *Mainstreaming Migration in Development Planning: A Handbook for Policy-makers and Practitioners*; and (c) the creation of the GMG Working Group on Mainstreaming Migration into National Development Strategies.

The GMG Practitioners Symposium on “Overcoming barriers: Building partnerships for migration and human development,” held in May 2010 in Geneva, was organized with a view to offering a platform for multi-stakeholder dialogue and producing a set of inputs to the fourth GFMD in Mexico. The symposium brought together governments, local authorities, development partners, international and regional organizations, civil society, trade unions, the private sector, diaspora organizations and academia to discuss partnerships in three key areas: (a) improving the evidence base for policymaking; (b) protecting the rights of all migrants, including stranded and vulnerable migrants; and (c) making migration an integral part of national and regional development strategies. The outcomes of the symposium – a series of background papers and a summary of the discussions with concrete suggestions for GMG follow-up – were shared with the 2010 GFMD Chair and are available on the GMG website.

The overarching theme of the GMG chairmanship by UNDP – stemming from the topic of the 2009 GFMD in Athens and one of the key recommendations of the 2009 HDR –

was “Mainstreaming migration in national development strategies,” which facilitated the Group’s involvement in and endorsement of the *Handbook on Mainstreaming Migration in Development Planning*, launched and endorsed by States as a useful tool at the 2010 GFMD in Puerto Vallarta, Mexico.

The GMG Working Group on mainstreaming migration, set up by UNDP and co-convened by UNDP and IOM, is open to all GMG members and is meant to facilitate enhanced inter-agency coordination at the country level, with a special focus on supporting government efforts on mainstreaming migration in national development strategies. It serves as a platform to coordinate joint GMG follow-up to the publication of the handbook, and plays a key role in backstopping the pilot project on mainstreaming migration in national development strategies in four pilot countries.

Global-level activities on displacement and early recovery

Since 2011 UNDP, together with UNHCR, has been engaged in joint programmes on “durable solutions” and in the Transnational Solutions Initiative (TSI). Both workstreams aim to build bridges between humanitarian and development, and bilateral and multilateral actors, together with national governments to achieve durable solutions for displaced persons and local community members.

TSI was officially launched in 2011 and is implemented through country-led joint programmes which adopt an area-based approach to address the complex needs of displaced persons and host community members. UNDP, UNHCR and relevant government authorities play a convening role, while ensuring that key UN entities, the World Bank and other humanitarian and development actors are engaged at relevant stages. TSI is currently being designed and implemented in Colombia, Nepal and Sudan. In Sudan, the joint programme will target some 170,000 people, of which 34,000 are refugees. In Colombia, the programme is currently implemented in five regions of the country, with approximately 54,000 beneficiaries.

The work of UNDP on a “durable solutions” strategy was mandated by a decision of the Secretary General’s Policy Committee of October 2011, which endorsed the Preliminary Framework on Ending Displacement in the Aftermath of Conflict⁷ and requested UNDP and UNHCR, in consultation with the Cluster Working Group on Early Recovery (CWGER), the Global Protection Cluster (GPC), the Resident Coordinators/ Humanitarian Coordinators and national authorities to select three pilot countries to develop and implement durable solutions strategies by December 2013. UNDP and UNHCR have selected Afghanistan, Kyrgyzstan and Côte d’Ivoire as the three Durable Solutions Strategy country pilots, placing importance on the engagement of national

⁷ The framework was developed under the co-lead of UNDP, UNHCR and OCHA in follow-up to the Secretary General’s Report on peace-building in the immediate aftermath of conflict (A/63/881–S/2009/304) with a view to improving the clarity and predictability of UN responses in the post-conflict period, including in the areas of public administration, transitional governance, early employment, rehabilitation of basic infrastructure, and reintegration of returnees.

and local governments. Coordination mechanisms established at the country level will be supported through CWGER, working with GPC. UNDP and UNHCR, in their capacities as global cluster lead agencies for early recovery and protection, will provide technical expertise to the resident coordinator through existing resources or surge capacity to support the development of the strategies. CWGER has recently established the Technical Working Group on Durable Solutions, which will bring UN and non-UN actors (for example, the International Committee of the Red Cross, the Internal Displacement Monitoring Centre, stand-by partners, and others) together regularly to review and support the implementation of durable solutions strategies in pilot countries.

2. Support provided to the Global Forum on Migration and Development

UNDP has been providing support to both the Government Days and Civil Society Days of several GFMD meetings since 2007.

In 2009 the HDR on migration was launched shortly before the third GFMD in Athens, and the Human Development Report Office hosted a panel discussion entitled “Pathways to Opportunity: Overcoming barriers to human mobility.” The JMDI organized a Migration and Development Virtual Fair in parallel with the GFMD Civil Society Days in November 2009. The first event of its kind in the GFMD, the fair was tasked with bringing together thousands of “virtual” visitors to network, visit virtual exhibitions and pose questions to GFMD participants in Athens. In addition to video interviews with civil society members and high-level representatives of international organizations, the fair featured live updates on the discussions in Athens and several interactive features. Both the 2009 HDR and the JMDI were recognized in the UN Secretary General’s intervention at the Athens GFMD.

The influence of the 2009 HDR on the migration and development debate was reflected in the theme of the 2010 GFMD in Mexico, “Partnerships for Migration and Human Development: Shared Prosperity, Shared Responsibility”. UNDP, in its capacity as GMG Chair, liaised closely with the Mexican GFMD Chair during the preparations of its Global Forum; and Mexico played a prominent role at the GMG Symposium in May 2010 as part of the preparatory process. Jointly with IOM, UNDP organized a side event at the 2010 GFMD to launch the GMG Mainstreaming Handbook, which States endorsed as a useful tool in the outcomes of the meeting. The JMDI provided support to the organization of the GFMD Civil Society Days, including through a joint e-discussion.

In 2011, as part of the Swiss Chair’s decentralized approach to the GFMD, UNDP jointly with IOM, in their capacity as co-chairs of the GMG Working Group on mainstreaming migration, helped organize a thematic workshop on “Mainstreaming migration into strategic policy development” in Chisinau, Republic of Moldova. The workshop was hosted by the Government of the Republic of Moldova and co-hosted

by the Governments of Bangladesh, Jamaica and Mali, all pilot countries undertaking a migration mainstreaming process with GMG support. It allowed governments and other stakeholders to exchange experiences on tools and approaches for mainstreaming migration in sectoral strategies on health, education, and employment, and discuss ways of improving the evidence base on migration and development at the national level, including through the use of Extended Migration Profiles.

The Chisinau workshop outcomes report was shared with the GFMD Chair, and the results of the workshop were fed into the Concluding Debate of the 2011 GFMD, held in Geneva in December of that year. The outcomes of the 2011 Concluding Debate explicitly mention the pilot project on mainstreaming migration into development planning, and request the GMG to report on progress made in the four pilot countries in due course.

Continuing the work with the Swiss GFMD chair, UNDP and IOM supported the 2012 GFMD in Mauritius by assisting with the substantive preparations for Round Table 2.1: “Supporting National Development through Migration Mainstreaming Processes, Extended Migration Profiles and Poverty Reduction Strategies.” These included a preparatory workshop in Mauritius on the topic “Factoring migration into development planning,” which brought together participants from national and local governments, international organizations and civil society to discuss existing migration mainstreaming experiences at local and national levels of development planning and identify key lessons and recommendations. UNDP also contributed a section on mainstreaming migration into development planning to the background paper for Round Table 2.1.

JMDI contributed to the 2012 GFMD through a photo and video competition that was prominently displayed at the GFMD venue. The idea behind the competition was to address one of the issues discussed at the GFMD under Round Table 3.1: “Improving Public Perceptions of Migrants and Migration: Challenging Pre-conceptions and Shaping Perceptions.” The competition aimed to collect compelling visual evidence of the contributions that migrants and diasporas make to development. A total of 41 photos and 15 videos were submitted. The JMDI also provided financial support to the organizers of the 2012 Civil Society Days.

3. Identified good practices

The 2009 HDR and the JMDI handbook both identify a number of good practices in terms of policies, programmes and projects that support the human development benefits of migration. In addition, the following overarching lessons, in terms of good practice, can be drawn from the work of UNDP on migration:

- (a) *Working through inter-agency partnerships.* Capitalizing on its global presence, its convening role at the country level and its knowledge networks, much of the Organization’s work on migration issues is in partnership with other agencies.

The JMDI is implemented under an informal “Delivering as One” modality by five UN agencies (namely, UNDP, ILO, UN Women, UNFPA and UNHCR) plus IOM, and involves UNCTs under the authority of the UN Resident Coordinators. The global pilot project on mainstreaming migration into development planning is implemented jointly with IOM and a number of other GMG agencies, which participate in the project at the country level and are involved in its oversight through the GMG Working Group on mainstreaming migration.

- (b) *Promoting a participatory, consultative approach.* Throughout most of its projects at the country, regional and global levels, UNDP has supported a consultative approach around mobility issues, including in the context of the national human development reports, bringing together various stakeholders across sectors that may not have previously communicated. UNDP and partners have conducted training, consultations and capacity-building exercises with a wide range of non-governmental organizations, including chambers of commerce, diaspora associations and local business groups.
- (c) *Working with small-scale actors and engaging local authorities.* Migration is often a local-to-local phenomenon whose human development implications are most strongly felt and appropriately addressed at a decentralised level. UNDP is working with local governments, migrant communities and experts on a number of projects. In the case of JMDI, the small size of the grants issued to project partners has enabled hundreds of small- and medium-scale organizations that generally lack the capacity to apply for funding from key donors, such as the European Commission, to be involved in the call for proposals. Applicants for funding were provided with guidance throughout the application process.
- (d) *Specific examples of country-level good practices include the following:*
 - (i) A number of projects aimed at leveraging remittances for development, which have contributed to the creation of formal and transparent channels for sending money, specifically the establishment of rural infrastructure in support of access to financial services (for example, in Senegal, Sri Lanka and Tajikistan);
 - (ii) The Mission on Livelihoods in Rajasthan, which has identified challenges faced by migrant workers in the state and has implemented specific interventions to address them with support from UNDP since 2005. Activities have included skills development, job creation, livelihood promotion in selected sectors and capacity development of government and NGOs to support these efforts. UNDP has played a multiplier role and shared the Rajasthan experience with other states in India.
 - (iii) In partnership with governments and the UN Country Team’s Working Group on internally displaced persons (IDPs), a multi-stakeholder participatory process held in 13 provinces has produced recommendations for a comprehensive and robust response to serve the needs of IDPs in Turkey. As part of this

- process, local and national NGOs received training on international norms and standards on IDPs. The results of these provincial-level consultations will inform a coherent national action plan for IDP service delivery.
- (iv) In the Maldives and Nepal, the use of local peer educators and outreach workers has raised awareness about the links between HIV and mobility among migrants and their families. This approach has also helped to establish support groups for people living with HIV/AIDS in Myanmar.

4. Challenges identified in carrying out UNDP work

The following are some common challenges identified across different country-level UNDP projects:

- (a) Enabling conditions
- (i) Resource mobilization hampering or delaying the implementation of planned activities;
 - (ii) Shocks related to the global financial crisis affected project components in the Republic of Moldova and Armenia.
- (b) Capacity of partners
- (i) Absence of a national framework on migration issues; lack of policy coherence and a low-level of coordination among major stakeholders, reducing the impact of interventions;
 - (ii) Limited capacity of implementation partners, especially local or rural government structures.
- (c) Reaching beneficiaries
- (i) Programmes in India, Nepal and Thailand encountered difficulties in reaching migrants due to geographic isolation, poor communication channels and rugged terrain.
 - (ii) Low education levels of beneficiary populations created a hurdle in communicating key messages among vulnerable communities.
- (d) Building trust
- (i) Trust and confidence between migrants and sedentary communities is not a given, and requires investment in order to establish sustainable programmes and enhance social cohesion.
 - (ii) In projects that aim to connect remittance recipients with the formal financial system, additional time and interventions may be needed for beneficiaries to trust the formal financial system.

While its work at the country level is largely driven by government demand, the global priorities of UNDP are set out in its Strategic Plan 2008–2013. Migration does not

feature in the current UNDP Strategic Plan, as endorsed by the Organization's Executive Board, making it more difficult to place it on its agenda.

5. Gaps evident within the migration and development sphere

Following are some of the major gaps identified by UNDP in the migration and development sphere, that would require the attention of all players, including those in the international system.

- (a) There continues to be a lack of consensus and common understanding of what the migration–development nexus entails, and whether this is an appropriate framing for a discussion on migration issues in the UN context. Not all share a positive view of migration as a force for development, and some worry that a focus on the economic benefits of migration will eclipse concerns regarding the human rights of migrants. The development impacts of migration are rarely explored in all dimensions of human development, not least owing to gaps in the availability of disaggregated data and the difficulty of isolating the effects of migration on human development.
- (b) As an active member of the GMG, UNDP sees the need for a stronger inter-agency coordination mechanism on migration issues, and is supportive of the idea to strengthen the GMG through a small secretariat that could also service the GFMD; the development of several thematic work streams backed up by working groups and defined in a multi-annual work plan; and joint fundraising to support such efforts. A Multi-Partner Trust Fund under UN auspices could be a practical vehicle for ensuring more coherent, “One UN” support for governments on migration and development.
- (c) To realize this aspiration, it would be helpful if States decided to integrate migration more firmly into the existing UN development architecture and agenda, and to articulate a role for the GMG. One of the gaps that currently exists is between the informal nature of the GFMD process and its outcomes on the one hand, and States' expectations for GMG follow-up and support on the other. The 2013 HLD could provide an opportunity to remedy this mismatch.

6. Recommendations for the 2013 High-level Dialogue

The HLD provides an important opportunity to take stock of achievements and lessons learned in the migration and development field since the first HLD in 2006, and to define priorities and shape the discourse for the coming years. An important impetus could be given to emerging trends, such as the need for multilevel governance on migration, linking local and national stakeholders; opportunities for South–South cooperation on migration and development; and enhanced attention in development planning and

programming to the linkages between migration, displacement and environmental factors. The HLD also provides Member States with a unique and timely opportunity to make a clear commitment towards integrating migration concerns more firmly into the established development processes and forums of the United Nations, most prominently the post-2015 development agenda.

By defining a set of priorities and, potentially, aspirational outcomes or targets on migration and development, the HLD could serve to foster a broad consensus in the migration and development community and provide an important input into the post-2015 discussion. Outside the post-2015 framework, such a guiding framework could function as a “programme of action” – a multi-annual work programme – for the GFMD process.

Partnerships will be essential to deliver on any commitments made at the HLD, to take forward the outcomes of the GFMD process and, eventually, to implement the post-2015 agenda. Governments might consider bolstering the argument for migration as an area for global partnership in the context of the post-2015 development agenda by initiating a signature partnership at the HLD that could be followed up by the GFMD. Member States can also seize the opportunity of the HLD to articulate a role for the GMG, which remains for now a UN-plus coordination mechanism with no formal mandate.

For the GMG, the HLD and its preparations provide an opportunity to present to and discuss with Member States the priorities of the multiannual work plan it is currently developing. Among these priorities is advocacy for migration in the context of the post-2015 development agenda. Indeed, the GMG should support Member States’ efforts to make the HLD a milestone in the post-2015 process by ensuring that States have at their disposal evidence and arguments to underpin the relevance of migration for key post-2015 development priorities.

UNDP stands ready to work with the GMG and other partners to support Member States in the endeavour to integrate migration more fully into development strategies and agendas at all levels. In line with this commitment, UNDP plans, in 2013, to take stock of its migration-related activities to identify strengths, weaknesses and lessons learned, with a view to formulating a corporate strategy on human mobility that ties in with the emerging priorities of its next Strategic Plan.

CHAPTER

18

**United Nations
Environment
Programme**



UNEP

United Nations Environment Programme

The UN Environmental Programme (UNEP)¹ is the environmental conscience of the UN system. Its mandate is to coordinate UN environmental activities and assist developing countries in implementing environmentally sound policies and practices. It coordinates the development of environmental policy, keeps the global environment under review and brings emerging issues to the attention of governments and the international community for action.

International migration is increasingly gaining importance and priority in the environment and development discourse at the global, regional and national levels. UNEP has mainly looked at migration as a response strategy to changes in the environment and regional climate, as well as its potential links to conflicts and increased tensions between livelihood groups.

1. Migration and Development activities since the 2006 High-level Dialogue

In June 2008 UNEP participated in a mission to the Sahel undertaken by Jan Egeland, then Special Advisor to the UN Secretary General for Conflict Prevention and Resolution. The mission highlighted three main risks: (a) the threat posed by the potential impacts of climate change for livelihoods, in particular for livelihoods that are dependent on natural resources, such as farming, fishing and herding; (b) increasing migration pressures due to disasters, conflicts and the associated loss of livelihoods; and (c) escalating tension and potential conflicts over increasingly scarce natural resources, coupled with the availability of small arms and light weapons.

The findings called for further research and analysis of historical climate trends in the Sahel, in order to understand more about how livelihoods were being affected, what coping mechanisms were emerging and how these changes related to behavioural responses such as conflict and migration. To answer this call, UNEP initiated a joint study in 2009 with partner agencies entitled “Livelihood security: Climate change, migration and conflict in the Sahel.” The project has two main objectives: (a) to analyse the historical climate trends in the region, identify hotspots and determine the potential implications for livelihoods which depend on natural resources; and

¹ UNEP is a programme of the United Nations designated to address environmental issues at the global and regional levels. It was created as a result of the UN Conference on the Human Environment in 1972. It derives its mandate, inter alia, from the UN General Assembly Resolution 2997 (XXVII) of 15 December 1972. UNEP has its headquarters in Kenya, and has six regional offices and various country offices around the world. The UNEP Governing Council reports to the UN General Assembly through the Economic and Social Council. Visit www.unep.org and www.unep.org/PDF/UNEPOrganizationProfile.pdf for further information.

(b) to provide recommendations for improving conflict and migration sensitivity in adaptation planning, investments and policies across the region.²

The project was conducted by UNEP, in cooperation with IOM, the Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations University and the Permanent Interstate Committee for Drought Control in the Sahel (CILSS), with technical input from the University of Salzburg's Centre for Geoinformatics. It was funded by the Government of Finland, and published at the Durban Climate Change Conference in November 2011.

The findings show that changes in regional climate have taken place over the past 40 years in the Sahel region and Western Africa. Key migration trends include an increase in southward migration to cities and the coast, as well as environmentally induced migration caused by rapid-onset disasters (mainly floods) occurring in the study region. The study found that the impacts of changing climatic conditions on the availability of natural resources and food insecurity, combined with social, economic and political factors, have led to greater competition for scarce resources and to changing migration patterns in the region. The five main conclusions of the report are:

- (a) The regional climate trends observed over the last 40 years in the Sahel show that overall temperatures have risen, droughts have been recurrent and severe, rainfall has generally increased, and floods have occurred more frequently and with more intensity.
- (b) Changes in the regional climate are impacting the availability of natural resources essential to livelihoods in the region, as well as food security. Along with important social, economic and political factors, this can lead to migration, conflict or a combination of the two.
- (c) The migration and movement of people and livestock are an integral part of ancestral livelihood strategies in the region. However, migration also occurs as a result of traditional and non-traditional livelihoods no longer being viable due to changes in the environment.
- (d) The impacts of changing climatic conditions on the availability of natural resources, coupled with factors such as population growth, weak governance and land tenure challenges, have led to increased competition for scarce natural resources – most notably fertile land and water – and resulted in tensions and conflicts between communities and livelihood groups.

² UNEP, IOM, OCHA, UNU and CILSS, *Livelihood security: Climate change, migration and conflict in the Sahel*, (Geneva, UNEP, 2011). Visit the project website at www.unep.org/disastersandconflicts/Introduction/EnvironmentalCooperationforPeacebuilding/EnvironmentalDiplomacy/SahelReport/tabid/55812/Default.aspx.

- (e) A number of adaptation policies in the region recognize the linkages between changing climatic conditions and behavioural responses such as migration and conflict, but few so far have included provisions addressing these risks. Systematically considering these issues in adaptation planning can reduce conflict and migration risk, help prioritize adaptation investments and strengthen climate change adaptation capacity.

UNEP conducted a project entitled “Security in Mobility” in partnership with OCHA, IOM and the Institute for Security Studies, which advocated for safe movement of pastoralists within and across borders as part of a climate change adaptation strategy in the Horn of Africa region.

Currently, UNEP is conducting an assessment of conflicts and cooperation over natural resources in the border zone between Haiti and the Dominican Republic. A key challenge is the large-scale illegal migration from Haiti to the Dominican Republic, with estimates of up to one million Haitians (10 per cent of the population) having crossed the border into the Dominican Republic, creating tensions between the two countries. The interconnections between the two countries are, however, also creating positive opportunities for development, including through remittances, job opportunities and education.

UNEP is part of the Climate Change, Environment and Migration Alliance (CEEMA), a multi-stakeholder global partnership that brings together actors representing a range of perspectives including environment, migration, development and humanitarian assistance. Its objective is to bring migration considerations to the environment, development and climate change agendas, and vice versa. CEEMA was founded in response to the growing realization that there are complex interdependencies among climate change, environmental degradation and migration. UNEP, therefore, brings to this partnership its comparative advantage in environment-related issues and its strength to bridge the science and policy nexus.

The links between climate change, security and migration were also raised as an issue during the July 2011 debate on climate change and security within the UN Security Council, where the Executive Director of UNEP noted in his opening remarks that “Nationally and regionally climate change has the potential to sharply intensify human displacement bringing communities into increasing competition for finite natural resources with world-wide repercussions for the stability of the global economy.”³

³ Visit the UN Webcast website at www.unmultimedia.org/tv/webcast/2011/07/achim-steiner-unep-security-council-meeting-part-1.html.

2. Support provided to the Global Forum on Migration and Development

To date, no direct contacts have been made between the UNEP-led project on “Livelihood security: climate change, migration and conflict in the Sahel” and the GFMD. Being a partnership between UNEP, IOM, OCHA, UNU and CILSS, however, the project benefits from the links that the partner organizations have to the GFMD.

3. Identified good practices

Identified good practices include the cooperation between various international agencies, where each can bring their specific area of expertise to the table for a holistic approach to the issues. For example, the UNEP-led project on the Sahel benefited from the expertise of IOM and UNU on migration and previous field-level research, the experience of OCHA in the humanitarian field, the local presence and long-term involvement of CILSS in the region on the issues discussed, as well as the expertise of UNEP in regard to the environment and conflicts related to natural resources. Field presence and partnership with regional (or national) entities have also yielded important insights into the realities on the ground and more detailed understanding of the specific problems in specific areas.

The UNEP approach to migration as one possible response, through various interlinkages, to changing environmental conditions, availability of natural resources and food and water insecurity, has also been useful. The conceptual model used in the Sahel report highlights the indirect linkages between climate change, migration and security in the context of the Sahel. Climate change impacts are seen as compounding existing vulnerabilities, leading to: (a) greater food and water insecurity, as well as health issues; and (b) changes in natural resource availability. Both impacts could, in turn, result in competition for resources, local-level conflict, migration and, ultimately, broader political destabilization. Non-climate factors, however, such as political, governance, economic and social factors, as well as increasing demographic pressure and environmental degradation, play a significant role in influencing any results.

4. Challenges identified in carrying out UNEP work

A key challenge in mapping migration and changes in the regional climate or conflict in the Sahel region is the limited availability of data. Very little data exist on migration flows in the region, with surveys conducted only in periods 1976–1980, 1988–1992 and 2000–2002. Whatever migration data exist tend to be static, showing one period, rather than a trend over time, which can be highly influenced by political events in the region. As such, it is not possible to draw generalizations on patterns of migration from the data.

Another challenge is the regional nature of both climate change and migration. As issues of climate change and migration are regional in nature, they should not only be managed at the national level, as is most commonly the case. Funds available for both climate change adaptation and activities related to migration should also be provided to a greater extent for regional initiatives.

Transforming findings and recommendation into concrete outputs is also challenging, inter alia, because of constraints on funds, coordinated approaches between the various stakeholders, and human resources.

A final challenge is the complexity and interconnection of the issues related to causes and consequences of migration. Despite these challenges, UNEP believes it is important to take a holistic approach when dealing with migration and development, including conflict sensitivities and potential effects of changing environmental conditions.

5. Gaps evident within the migration and development sphere

The following are some of the major gaps that need to be addressed by all parties involved with migration and development issues:

- (a) Migration tends to be viewed as instrumental for development, rather than intrinsic to development. Yet people move as an expression of a minimum level of the human capabilities which they enjoy.⁴ Policies that support the intrinsic value of migration are largely absent from the migration–development sphere, as migration has been mostly viewed as the result of a development failure.
- (b) Governments have little knowledge about the development impacts of emigration beyond just the migrants’ monetary remittances. The effects of “social” remittances are largely unknown. (Social remittances are ideas, behaviours, identities and social capital that flow from receiving to sending country communities, which can impact immigrant entrepreneurship, community and family formation, and political transformations.⁵)
- (c) The impact of the migration–development relationship on receiving and sending countries may be observable on the micro-level, but little is known about its macro-level effects. This gap is the result of the heterogeneity of the migration–development relationship. The impact of migration and development varies according to the characteristics and circumstances of the receiving society, sending society and migrants, and can change over time. Hence, there is no single mechanism that can “tap” positive development and migration outcomes.⁶

⁴ H. de Haas, Migration and Development: A Theoretical Perspective, *International Migration Review*, 44(1):227–64 (2010).

⁵ H. de Haas, “Mobility and Human Development,” *Human Development Reports*, Research Paper 2009/01 (New York, UNDP, 2009).

⁶ de Haas 2010 (see footnote 4).

- (d) There exists a gap in the awareness of the transnational impacts of migration on development. Migration impacts are often measured as either the contributions or costs that migrants bring for receiving or sending societies. However, these are rarely viewed alongside one another, although migrants are impacted by the social, economic and political conditions in both sending and receiving countries. For example, restrictive immigration policies in receiving societies affect the ability of migrants to integrate and prosper economically. This in turn impacts their ability to send remittances to or invest in their home societies.
- (e) There exists a gap between the responsibility of sending countries to promote development, and more generally, the role played by sending countries in the migration–development relationship. Sending countries often overlook the importance of strengthening institutions that promote development to realize the full development benefits of migration.
- (f) An undue focus on States and migration policies has produced a gap in the role played by supra and subnational forces – such as global economic restructuring, migrant networks or employers – in impacting the migration–development relationship.⁷
- (g) Policies targeting the positive development effects of migration have primarily focused on South–North (between developing and developed countries), rather than South–South migration (between developing countries), which constitutes the major part of all migration.⁸ As a consequence, the impact of remittances sent between developing countries is relatively unknown, as is the impact of diaspora communities in the global South on their origin societies.

6. Recommendations for the 2013 High-level Dialogue

UNEP recommends that the 2013 HLD support and call on States and their partners to pursue the following:

- (a) *Adopt climate change adaptation policies that are migration- (and conflict-) sensitive.* Adaptation policies and programmes that aim to reduce livelihood vulnerability, promote alternatives and improve the availability and access to natural resources can mitigate the drivers of migration and conflict and help secure development gains. A comprehensive conflict analysis engaging local communities should be conducted before designing and implementing climate change adaptation strategies, in order to fully understand and integrate local and regional conflict dynamics. Finally, the benefits of climate change adaptation

⁷ de Haas 2009 (see footnote 5).

⁸ O. Bakewell, “South–South Migration and Human Development: Reflections on African Experiences,” *Human Development Reports*, Research Paper 2009/07 (New York, UNDP, 2009).

policies should be carefully considered across social groups so that they do not reinforce inequalities, for example, with regard to ethnicity or gender.

- (b) *Consider the positive role of migration.* This is particularly true for communities facing less advanced stages of environmental degradation.
- (c) *Root national adaptation strategies in the “green economy” and promote the creation of “green jobs”.* A green economy aims to improve human well-being and social equity while significantly reducing environmental risks and ecological scarcities. Employment opportunities and enhanced food security resulting from improved agricultural productivity based on sustainable practices, for example, could increase resilience to climate stressors and reduce local tensions and forced migration while securing development gains.
- (d) *Strengthen the capacity of receiving areas.* Where migration occurs, it is important also to strengthen the capacities of receiving areas, which are often urban and coastal, as in the case of the Sahel region. These areas are often ill-equipped to receive a large number of migrants, which can result in uncontrolled urbanization and growing slums, or conflicts with the local population as a result of increased competition over land, water or other natural resources.
- (e) *Promote regional environmental cooperation.* Issues of climate change and migration are regional in nature, and as such should not only be managed at the national level, as is most commonly the case. Similarly, many cases of conflict are transboundary conflicts, as competition for scarce natural resources pushes various groups beyond national borders in search of improved livelihood conditions. These issues should therefore increasingly be addressed through regional cooperation.
- (f) *Harmonize national laws and policies on migration, natural resources and environmental issues across the region.* This avoids inconsistencies or discrepancies between neighbouring countries that could lead to increased pressure on natural resources in areas with weaker legislation.
- (g) *Strengthen preventive action, resource rights and dispute resolution.* Early action on the environmental drivers of crises can help prevent and defuse both imminent threats and broader instability. Dispute resolution should be promoted by building local, national and international capacity to conduct mediation between conflicting parties where tensions are linked to natural resources. Traditional conflict mediation practices should also be adapted to the new realities on the ground as a result of changes taking place in the climate and local environment. Also, clarifying resource rights and land tenure is a prerequisite for effective national and local-level governance. When doing so, national or regional authorities need to consider potential conflicts between national and local/traditional governance structures, and, where possible, build on existing and accepted dispute resolution mechanisms.

- (h) *Prioritize systematic data collection and early warning systems.* Systematic collection of data should be established and improved. Surveys should also be conducted directly with migrants in order to better understand the reasons behind the decision to migrate. Finally, early warning systems can help defuse livelihood insecurities by providing the information required to mitigate disaster risk, food insecurity and related conflict and migration outcomes. Environmental and natural resource issues should thus be included in international and regional conflict early warning systems to support preventive action and encourage environmental cooperation.
- (i) *Do not forget those who are too poor or unable to migrate and who are “left behind”.* Poverty plays an important role in the decision to migrate, with the very poor and often most vulnerable parts of a population sometimes lacking the resources to move away from hazardous or slowly degrading areas.
- (j) *View the relationship between migration and development (and the environment) as reciprocal.* Migration and development are intrinsic parts of each other. Furthermore, migration and development (and certain environmental conditions) are driven by the same structural socioeconomic factors as those affecting migration–development outcomes.
- (k) *View migration as an expression of human development, rather than a sign of development failure.* People who do not enjoy a sufficient level of human development may be “forcibly immobile.”⁹ Research shows that an increase in development in relatively deprived regions will increase emigration, as people gain the means, capacities and aspirations to migrate and pursue improved livelihoods. This is why middle-income countries such as Mexico and Morocco have markedly high levels of emigration.¹⁰
- (l) *Explore migration –development causes and consequences from a transnational, rather than national, perspective.* This is because both migration and development (and the environment) are affected by global, structural socioeconomic factors, and international migration involves at least two countries.¹¹
- (m) *Migrant-receiving countries should implement policies that promote rather than constrain socioeconomic integration and facilitate demand-driven labour*

⁹ J. Carling, Migration in the age of involuntary immobility: theoretical reflections and Cape Verdean experiences, *Journal of Ethnic and Migration Studies*, 28(1): 5–42.

¹⁰ H. de Haas, “Migration Transitions: A Theoretical and Empirical Inquiry into the Developmental Drivers of International Migration,” *IMI Working Papers* No. 49 (Oxford, University of Oxford and H. de Haas, 2010); and S. Vezzoli, “Migration and Development: Lessons from the Mexico–US and Morocco–EU experiences,” *IMI Working Papers* No. 22 (Oxford, University of Oxford, 2010).

¹¹ S. Castles, Understanding global migration: A social transformation perspective, *Journal of Ethnic and Migration Studies*, 36(10):1665–86 (Special Issue: Theories of Migration and Social Change); and N. Van Hear, Managing Mobility for Human Development: The Growing Salience of Mixed Migration, *Human Development Reports*, Research Paper 2009/20 (New York, UNDP, 2009).

migration. Increasingly restrictive immigration policies deprive migrants of their rights and push them into irregular channels of migration and jobs and sectors that do not fully value their skill levels.¹² In receiving countries which are also developing countries, money transfer services can be costly and impede the flow of remittances. Thus, obstacles in receiving societies hinder the positive development impacts of migration on both the host and origin societies, causing migration in some cases to have a negative development outcome.

- (n) *Governments of sending countries should not view emigrants as agents of development.* This is despite the potential that emigrants have to positively impact the livelihoods of their families and communities back home. This assumes that migrants want to contribute to the development of their origin countries. Governments, not emigrants, must assume responsibility for their countries' socioeconomic development.¹³
- (o) *Sending country governments should focus on reforming their countries' economic and political institutions.* This can promote diaspora investments and maximize the positive impact that such investments and private remittances will have on development. Policies that improve the general welfare and functioning of the economy and social services, including health care and education, are more likely to promote the positive development impacts of migration than targeted emigrant or remittance policies.¹⁴ This is because some pre-existing level of development can optimize the positive impacts of migration-driven development. Thus, the socioeconomic prosperity of a household, community or State will affect its ability to enjoy the development benefits of migration, in particular remittances.¹⁵

¹² H. de Haas and F. Rodríguez, Mobility and Human Development: Introduction, *Journal of Human Development and Capabilities*, 11(2):177–184.

¹³ de Haas 2009 (see footnote 5); Bakewell 2009 (see footnote 8).

¹⁴ de Haas 2009 (see footnote 5)

¹⁵ de Haas 2010 and Vezzoli 2010 (see footnote 10); Bakewell 2009 (see footnote 8).

CHAPTER

19

**United Nations
Educational, Scientific
and Cultural
Organization**



United Nations
Educational, Scientific and
Cultural Organization

United Nations Educational, Scientific and Cultural Organization

The mission of the UN Educational, Scientific and Cultural Organization (UNESCO)¹ is to contribute to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information. The Organization works to create the conditions for dialogue among civilizations, cultures and peoples, based upon respect for commonly shared values. It is through this dialogue that the world can realize its visions of global sustainable development encompassing observance of human rights, mutual respect and the alleviation of poverty. The unique competencies of UNESCO in education, the sciences, culture and communication and information contribute to the achievement of the broad development goals and concrete objectives of the international community, including the Millennium Development Goals, which underpin the Organization's strategies and activities.²

The work of UNESCO on migration focuses primarily on its social and human dimensions, and is rooted in its mandate to promote international peace and mutual respect. UNESCO emphasizes the human face of migration and addresses the implications of the movement of people in all its fields of competence. The Organization cooperates with a large range of partners, including intergovernmental organizations, civil society groups and universities, to achieve the following:

- (a) Devise concrete and practical strategies to promote social integration and inclusion of migrants and other at-risk groups, and identify gaps in policies to promote inclusive societies;
- (b) Understand the links between migration and education, and the challenges raised by brain drain/gain, student mobility and the international recognition of qualifications;
- (c) Address the social dimensions of climate change and migration, particularly regarding governance, conflict, human rights and international law, gender equality, economic and human development and public health.

¹ UNESCO was founded on 16 November 1945, following the end of World War II, as a specialized agency of the UN to contribute to world peace and security by promoting international collaboration through education, science, and culture. With its headquarters in Paris, UNESCO has 195 Members, eight Associate Members and more than 50 field offices around the world. It is governed by the General Conference and the Executive Board. The Secretariat, headed by the Director-General, implements the decisions of these two bodies: www.unesco.org/.

² The Organization focuses, in particular, on two global priorities: Africa and gender equality; as well as on a number of overarching objectives: (a) Attaining quality education for all and lifelong learning; (b) Mobilizing science knowledge and policy for sustainable development; (c) Addressing emerging social and ethical challenges; (d) Fostering cultural diversity, intercultural dialogue and a culture of peace; and (e) Building inclusive knowledge societies through information and communication.

1. Migration and development activities since the 2006 High-level Dialogue

Human rights: Research and awareness-raising

The overall aim of the international migration programme of UNESCO for this period has been to promote respect for the human rights of migrants and to contribute to peaceful integration of migrants in society.³ UNESCO adopted a three-pronged strategy to achieve this aim by strengthening the link between research and policymaking on migration issues, contributing to advocacy and policy dialogue on migration issues, and stimulating innovative thinking on migration policies.

UNESCO has worked to advance knowledge on exploitative migration and promotes research to inform the design and review of related policies. Smuggling and trafficking of human beings not only threatens security, but is also a serious violation of human rights. Migrant women and persons belonging to marginalized segments of society are particularly vulnerable to exploitation, discrimination and abuse, and more and more to the sex trade and trafficking for the purpose of sexual slavery.⁴ For these reasons, the promotion of gender equality has been a central consideration of all UNESCO activities in the field of migration.

In order to advance legal protection for migrant rights, UNESCO conducted research with the aim of bringing to light the obstacles and challenges encountered in different regions in ratifying the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.⁵ In 2009 UNESCO published a book entitled *Migration and Human Rights* to raise awareness on the normative content of the Convention and relevant implementation challenges.⁶ Since May 2010 UNESCO has been publishing the electronic journal *Diversities*, in partnership with the Max Planck Institute (Germany).⁷ The journal has served as a platform for international, interdisciplinary and policy-related social science research in the fields of migration, multicultural policies and human rights.

³ Information on UNESCO's past activities in relation to migration can be found at the following webpage: www.unesco.org/new/en/social-and-human-sciences/themes/international-migration.

⁴ The sex trade and exploitation of clandestine migrants today represent the third largest source of illicit revenue worldwide after arms and drugs. According to a 2007 report on women and migration of the International Federation for Human Rights, international human trafficking probably involves between 600,000 and 800,000 individuals each year. 80 per cent of the victims are women. The full text of the report is accessible through the following link: www.fidh.org/IMG/pdf/Femme_Migrations_Eng.pdf.

⁵ For a full list of research papers produced within the context of this initiative, please consult the following webpage: www.unesco.org/new/en/social-and-human-sciences/themes/international-migration/projects/unesco-project-on-the-international-migrants-rights-convention.

⁶ See www.unesco.org/new/en/social-and-human-sciences/themes/international-migration/publications/migration-and-human-rights.

⁷ *Diversities* succeeded the International Journal on Multicultural Societies which was launched by UNESCO in 1998. Since its appearance, it has covered such themes as skilled migration and the brain drain, language and super diversities and female migration outcomes. Information about the journal as well as the text of its current and past issues can be found at the following webpage: www.unesco.org/new/en/social-and-human-sciences/resources/periodicals/diversities.

Since quality data on migration are a cornerstone for the elaboration of effective responses, UNESCO collaborated with the OSCE Office for Democratic Institutions and Human Rights in the preparation of a *Survey Report on Labour Migration to Kazakhstan, 2006-2007*. The report was published in 2010.⁸

In 2010 and 2011, UNESCO carried out capacity-building and awareness-raising initiatives in the Commonwealth of Independent States (CIS), with a view to improving the enjoyment of human rights by migrants and their family members. These included: (a) training seminars held, inter alia, in Armenia and the Russian Federation, that focused on promoting unhindered access to quality HIV and AIDS prevention opportunities through its Global Initiative on Education and HIV & AIDS (EDUCAIDS); (b) a contribution, in partnership with UN Women, to the creation of the Migration Media Network (MMN), which brings together journalists working in CIS countries to promote fair and accurate reporting and protect the rights of labour migrants and members of their families;⁹ (c) training workshops in Kazakhstan, Kyrgyzstan and Tajikistan on conveying accurate messages on labour migration and HIV, that targeted NGOs and information professionals working with labour migrants;¹⁰ (d) a round table on migration trends in contemporary Tajikistan organized by the UNESCO Chair on Intercultural Dialogue in the Modern World at the Tajik–Russian Slavonic University (Dushanbe), with the participation of experts from Kyrgyzstan and Tajikistan.¹¹

In Kyrgyzstan, UNESCO currently carries out an activity for the social inclusion of young migrants. It aims to enhance dialogue between local administrations, community leaders and youth on the issue of migration, addressing in particular the needs of young women as an increasingly active migrant cohort in the country. The activity will complement the EU–UN Joint Programme currently in progress in Kyrgyzstan entitled “Operationalizing Good Governance for Social Justice.” Three workshops encompassing training and an experience-sharing component were scheduled from May to June 2013 in rural communities selected because of their high migration rates.

Migration, education and development

Migration and education are deeply intertwined processes. Education is a key factor among the forces that drive migration. People may migrate because they have acquired skills that can be used in foreign labour markets, or because they wish to study and acquire training abroad to enhance their professional opportunities. Underdeveloped training opportunities may undermine people’s socioeconomic prospects, thereby encouraging them to seek opportunities abroad. Education is also a major factor in the relationship between migration and development, in particular through student mobility. It is widely recognized that expanded tertiary education is crucial for an

⁸ The full text of the Survey Report is accessible through the following link: www.osce.org/odihr/41591.

⁹ The webpage of the network is www.caucasia.at.ua/publ.

¹⁰ For more information on these activities, visit www.unesco.kz/new/en/social-and-human-sciences/news/2534 and www.unesco.kz/new/en/education/news/2482.

¹¹ Information on the round table is available on this webpage: www.unesco.tj/ru/index/index/pageId/176.

economy's development, contributing to growth by improving technological capacity and maximizing output. Student mobility contributes to this process.

A central issue in the international mobility of workers is the recognition of qualifications and technical training. UNESCO activities in this area are centred around its six Conventions on the Recognition of Studies and Qualifications. States Parties to these conventions undertake to mutually recognize academic qualifications.¹² These treaties are complemented by the 1993 Recommendation on the Recognition of Studies and Qualifications in Higher Education.

In 2008 an expert group meeting was organized on "Migration and Education: Quality Assurance and Mutual Recognition of Qualifications," which discussed best practices and policies based on nine country audits and engaged, in addition to country experts, representatives from UNESCO, WHO, IOM, the UN Conference on Trade and Development, the Commonwealth Secretariat, the Organisation for Economic Co-operation and Development, the International Pharmaceutical Federation, Hewlett Packard and a selected number of Permanent Delegations to UNESCO. The nine case study countries were Australia, Canada, China, France, Malaysia, Morocco, the Philippines, Senegal, and the United Kingdom.¹³

The UNESCO Institute for Statistics (UIS) has also been actively gathering data on the mobility of students in tertiary education, which has grown exponentially in recent decades.¹⁴ UIS runs annual surveys among Member States to collect data on all levels of education, from preliminary to tertiary, including on student mobility. The results are published in the annual *Global Education Digest* (GED). In 2009 GED focused on higher education and provided comprehensive data on mobile students: their sending countries, host countries, preferred destinations and most common fields of study, as well as new trends, among others.¹⁵ The report observed that the reasons behind student mobility and its impacts are often poorly understood, and are partly attributable to a general lack of comparable data. It also pointed to the need for a holistic analysis of the phenomenon using data from both host countries and countries of origin.¹⁶

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¹² These include the regional conventions for: Latin America and the Caribbean (1974); the Mediterranean Region (1976); the Arab States Convention (1978); the African States (1981); Asia-Pacific (1983); and Europe - Lisbon Convention (1997). The changes brought about by the 1997 Europe-Lisbon Convention spurred a process of revision of the other regional instruments. The 1983 convention for Asia-Pacific was revised in November 2011, while the revision of the convention for African States carried out in cooperation with the African Union is expected to be completed in 2013.

The text of all instruments is available at www.portal.unesco.org/en/ev.php-URL_ID=13648&URL_DO=DO_TOPIC&URL_SECTION=-471.html.

¹³ The summary of the expert group meeting is accessible at <http://unesdoc.unesco.org/images/0017/001798/179851e.pdf>.

¹⁴ Since 1975 the number of mobile students has grown nearly four-fold, from 800,000 in 1975 to 3.6 million in 2010. Note that three operational definitions are widely used to identify mobile students: (1) the students' country of permanent or usual residence, (2) country of prior education, or (3) country of citizenship. UNESCO-UIS/OECD/Eurostat, (2008).

¹⁵ Available at www.uis.unesco.org/Education/GED%20Documents%20C/ged-2009-final-4-err-en.pdf.

¹⁶ Information on student mobility is also available on the UIS online Data Centre and at a special webpage on the global flow of tertiary-level students. Data on the global flow of tertiary-level students is available at: www.uis.unesco.org/Education/Pages/international-student-flow-viz.aspx.

Unhindered access to quality education is an indicator of, as well as a prerequisite for, the integration of migrants in host countries. The issue was addressed in the publication *The Integration of Migrants' Children Through Education: Moscow's Experience* by the Chair on International (Multicultural) Education of the Moscow Institute of Open Education, produced with the support of UNESCO. Providing a combination of historical, legislative and sociological approaches, the publication describes the social and cultural integration of the children of migrants within the Moscow education system.¹⁷

Skilled migration and development

The UNESCO 2010 Science Report provides in-depth evidence and detailed analysis of the impact of skilled migration on research and development (R&D), and on development in general.¹⁸ It analyses the trends and developments that have shaped scientific research, innovation and higher education over the past five years, including the impact of the current global economic recession. It depicts an increasingly competitive environment, characterized by intense and multidirectional flows of information, knowledge, personnel and investment.

With respect to migration, the 2010 Science Report notes that countries are training many more scientists and engineers than before, but that graduates are having trouble finding qualified positions or attractive working conditions at home. As a result, migration of highly qualified researchers from South to North has become a characteristic feature of the past decade. The report highlights the outflow of knowledge workers from their home country, leaving behind a dearth of human capital. This depletion of the skilled workforce has hampered some countries' efforts at developing their R&D (for example, India, Turkey and other countries in South Asia and sub-Saharan Africa).

Data further show that while South–North and North–North are major directions for migration, overall a much more varied array of destinations (South–South) is emerging: Jordan, Malaysia, South Africa and Ukraine, for example, have become attractive destinations for the highly skilled.

In response to the increase in international migration, the UNESCO Science Report outlines how diasporas can be a useful departure point for the design of policies for more effective technology transfer and knowledge spillovers. This knowledge motivates countries to elaborate policies to attract highly skilled expatriates back home, such as China and the Republic of Korea have done. The aim is to encourage the diasporas to use the skills acquired abroad to support and effect structural change at home. Diaspora communities may also be invited to participate “from a distance” if the prospect of a permanent return home is unlikely.

¹⁷ The publication is available at the following link: www.unesdoc.unesco.org/images/0015/001592/159242r.pdf.

¹⁸ The full text of the report is accessible at the following webpage: www.unesco.org/new/en/natural-sciences/science-technology/prospective-studies/unesco-science-report/unesco-science-report-2010.

To assist Member States in addressing these challenges, UNESCO is facilitating the exchange of information and transfer of technology through information and communication technologies (ICTs) which help countries manage the expatriate skilled population as a potential asset for development of their country of origin. Equally, ICTs can contribute to the promotion of brain gain.

Migration, development and global environmental change

Climate change is one of the major current concerns of the international community and was chosen as a GMG theme in 2011 under the UNESCO chairmanship. Its social and human impact on migration is the object of increasing attention amongst policymakers and researchers. Greater resource scarcity, desertification, risks of droughts and floods and rising sea levels could drive millions of people to migrate, with a potentially tremendous impact on development. Also, climate change and environmentally induced migration are not gender-neutral phenomena.

Women in rural areas in developing countries are particularly exposed to the effects of climate change due to their high dependency on local natural resources for their livelihood. Also, by comparison with men in poor countries, women face historical disadvantages, such as limited access to decision-making and economic assets, which compound the challenges of climate change. It is therefore imperative that a gender analysis be applied to all actions on climate change, and that gender experts are consulted in climate change processes at all levels so that women's and men's specific needs and priorities are identified and addressed.

Despite the growing interest in the links between climate change and migration, research and policy development around the issue remain limited. There are uncertainties surrounding, for example, the number of persons affected and the geographical zones concerned. There is also disagreement between those who stress the direct impact of environment on population flows and those who insist on the social, economic and political contexts in which such flows occur. Most importantly, the impact of environmental change on policymaking remains largely unexplored.

In 2011 UNESCO published the first comprehensive overview of the climate change–migration nexus, which provides empirical evidence on the links between climate and migration and investigates key policy issues, including States' policy responses and the views of different institutional actors. The report examines critical perspectives on the actual relationship between the environment and (forced) migration, concepts and notions adequate to address this relationship, gender-related and human rights implications and, finally, international law and responsibilities in this field.¹⁹

¹⁹ UNESCO, *Migration and Climate Change* (New York, Cambridge University Press, 2011), available from www.unesco.org/new/en/social-and-human-sciences/themes/international-migration/sv11/news/migration_and_climate_change_a_unesco_publication_on_one_of_the_greatest_challenges_facing_our_time.

Currently, UNESCO implements two subregional projects on environmentally induced migration, in the Sahel and the Aral Sea region. The first project on exploring linkages between climate change, environmental degradation, and migration in the Sahel aims at strengthening the nexus between research communities and policymakers on issues related to environmental migration for better production and utilization of scientific data in policymaking and planning processes.²⁰ The second project, “Enhancing International Responses to Environmental Migration: The Aral Sea Region” (Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan), will produce a case study bringing to the forefront information on migration processes in the Kyzylorda region. The key findings of the study were shared at the conference on “Improving Migration Management at the Local Level” organized in May 2013 in Shymkent, Kazakhstan, by OSCE, UN Women and UNESCO in close collaboration with local authorities.

Migration, regional integration and urban development

Following up on its publication *Migration without borders: Essays on the free movement of people* (2007),²¹ UNESCO launched in 2009, in cooperation with the United Nations University, a research project entitled “Free Movement of People within Regional Integration Processes”.²² The overall objective was to address the role of human mobility within regional integration processes and ensure that free movement arrangements are considered by stakeholders within regional organizations.

This is largely a new idea, as regional integration to date has mostly addressed the free movement of goods and services. As the example of the European Union shows, migration management can benefit enormously from a regional perspective. By collecting factual information and analysing policy instruments (treaties, protocols, among others) and their implementation in the field of free movement, the project aims to present an overview of the current trends in the regional organizations’ approach to the free movement of people. The final output will be an edited volume comprising the comparative analysis and individual case studies, to be published in 2013.

The urban development programme of UNESCO is aimed at stimulating – through capacity-building and the transfer of comparative and policy-relevant knowledge

²⁰ The project builds upon two studies in Senegal and Côte d’Ivoire that incorporate existing data and generate new empirical knowledge. The studies presented earlier this year in the respective countries will lead to a publication on the evidence collected and policy recommendations. Information on the project is available on the following webpage: www.unesco.org/new/en/dakar/about-this-office/single-view/news/impact_of_environmental_change_on_migration_in_the_sahel.

²¹ More information on this publication can be found at www.unesco.org/new/en/social-and-human-sciences/themes/international-migration/publications/migration-without-borders.

²² To gain insight into the regional organizations’ approach to free movement of people, a combination of surveys and desk research is being applied. During the first phase of the project, questionnaires were sent to some 30 regional organizations covering all world regions. It included, among others, inquiries related to the legal mandate of the organizations and specific free movement policies as well as their implementation. Building upon this mapping exercise, selected experts were contacted to establish a network on regional free movement policies. Through this network, more detailed research has been conducted on the actual situation of free movement agreements and the obstacles to establishing regional migration policies.

on urban development – the design of urban public policies which respect, protect and promote inclusiveness, social cohesion and local democracy. In 2010 UNESCO launched, together with UN-Habitat, the publication *How to Enhance Inclusiveness for International Migrants in our Cities: Various Stakeholders' Views*. It describes how the flow of international migrants towards cities contributes to the growth of urban areas.²³ The conclusions point to the fact that the major factors for successful inclusion of migrants in a given city are social and human ones. These are best addressed by a combination of policies and programmes to ensure social, cultural, economic, civic and political rights on the one hand, and effective urban planning and access to public spaces on the other, underpinned by a strong local political will.

Within the same framework, UNESCO put forward the “right to the city” concept in an effort to advance a rights-based approach to urbanization. Touching upon such issues as city administration, participation in local decision-making, recognition of diversity and eradication of urban violence, it aimed at promoting the inclusion of marginalized and vulnerable populations, including migrants, in cities. In this connection, UNESCO published in 2011, jointly with the Centre de Sciences Humaines, New Delhi, the book *Urban Policies and the Right to the City in India: Rights, Responsibilities and Citizenship*.²⁴ The publication highlights a number of migration challenges and advocates for the inclusion of migrants in local decision-making.

Recognizing the inadequate uptake of internal migration in local policies in India, UNESCO and UNICEF, with the support of other entities, including UN Women and IOM, launched the Internal Migration in India Initiative (IMII) in 2011, on the occasion of a national workshop.²⁵ Under the umbrella of the IMII, UNESCO is currently conducting new research to take stock of the latest data available and provide a comprehensive overview of the main features and current trends. A first and comprehensive research paper, entitled “Internal Migration and Youth in India – Main Features, Trends and Emerging Challenges”, was prepared in collaboration with the Centre for Development Studies in Kerala, India, and presented for discussion at the National Conference on Youth Migration and Development in February 2013, Chennai, India.²⁶

With a view to consolidating the IMII and ensuring its sustainability, UNESCO and UNICEF recently proposed the establishment of a Knowledge Management tool on gender, migration and youth in India as a sub-community of practice of an existing

²³ The text of the publication is available on the following webpage: www.fr.scribd.com/doc/46851109/Publication-SHS-How-to-Enhance-Inclusiveness-for-International-Migrants-in-Our-Cities-Various-Stakeholders-Views.

²⁴ The text of the publication is accessible at <http://unesdoc.unesco.org/images/0021/002146/214602e.pdf>.

²⁵ The discussions initiated at the workshop on such issues as the under-explored linkages between internal migration and human development; social protection; the rights and well-being of women and children; inclusive urbanization and migrants' rights to the city; and urban policies and rights-based creative practices led to the elaboration in 2012 of some key policy briefs. For more information on the Internal Migration in India Initiative and the different activities carried out in this connection, please visit the following webpage: www.unesco.org/new/en/newdelhi/areas-of-action/social-and-human-sciences/internal-migration.

²⁶ The final text of the paper, which includes a policy brief, is accessible at <http://unesdoc.unesco.org/images/0022/002214/221487E.pdf>.

Gender Community of Practice (under UN Solutions Exchange – India).²⁷ UNESCO has also joined the UN Country Team India Project Proposal submitted to the UN Trust Fund to End Violence Against Women, along with UN Women, UNDP, UNICEF, ILO, the Office of the UN High Commissioner for Refugees, UN Office on Drugs and Crime and the UN Population Fund. The overall project will contribute to changing the conditions that allow for trafficking of women and girls, and strengthening systems for enhanced accountability to prevent trafficking. UN Women and UNESCO will work together to demonstrate the fine line between trafficking and migration. UNESCO will also support the sensitization of internal migration networks and resource centres to the risks facing women and girls on the move, and develop awareness material for migrants.

Migration, cultural diversity and the culture of peace

As a consequence of cross-border population flows, many countries have growing immigrant minority populations that bring with them different cultures from the original society. The increase in xenophobia and racism in many countries calls for policies that respect the rights of migrants, underscore the benefits of diversity and promote social cohesion.

To address such challenges, UNESCO has promoted the value and respect for pluralism, tolerance and cultural diversity in multicultural societies. The Organization's action has been further consolidated by two recent normative instruments, the Universal Declaration on Cultural Diversity (2001) and the Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005), both adopted by its General Conference. Through these, UNESCO has been promoting national policies that recognize the value of cultural diversity in societies and provide the necessary space for migrants and others perceived as different to express their identity.

An important input to relevant intellectual, scientific and political thinking was made through the UNESCO World Report on Cultural Diversity, where migration is a cross-cutting issue.²⁸ Based on the analysis of recent initiatives, concrete examples, case studies and successful practices, it explores the necessary conditions for diversity to become an asset, and advances alternative pathways for renewing development strategies in favour of poverty eradication, environmental action and sustainable, human-centred governance.

Addressing the challenges posed by migration in terms of social integration of migrants and respect for their cultural identity is an integral component of the new Programme for a Culture of Peace and Non-violence of UNESCO, launched in 2012.²⁹ This programme

²⁷ A meeting was planned for Spring 2013 with UNRC, UNICEF, UN-Women and UNESCO to discuss the formalization of the idea and its implementation details.

²⁸ For the full report, visit www.unesco.org/new/en/culture/resources/report/the-unesco-world-report-on-cultural-diversity.

²⁹ For a presentation of the programme, see www.unesco.org/new/en/bureau-of-strategic-planning/themes/culture-of-peace-and-non-violence.

is an expression of the Organization's fundamental mandate to build the defences of peace in the minds of men and women, and the Organization's leadership within the UN system on such global initiatives as the International Decade for a Culture of Peace and Non-Violence for the Children of the World (2001–2010) and the International Year for the Rapprochement of Cultures (2010).

The new programme combines in a more coherent and interconnected way the broad array of relevant activities across the fields of competence of UNESCO. It pursues three main goals: (a) to develop a new political, conceptual and programmatic approach in favour of a strong commitment by States and civil society to nurture “everyday peace” involving women and youth, (that is, through ICTs and social media); (b) to improve the world's global understanding and deconstruct preconceived ideas by placing emphasis on the future as a humanistic aspiration (that is, by establishing guidelines for a global curriculum on shared values); and (c) to promote a global movement in favour of the ideals and practice of a culture of peace and non-violence, with emphasis on youth civic engagement and democratic participation (that is, by creating “hubs of peace”).³⁰

2. Support provided to the Global Forum on Migration and Development

UNESCO held the GMG chairmanship together with UNICEF in the year 2011. Among the Organization's chairing responsibilities was the follow-up on key priorities and outcomes of the 2010 GFMD, among others, through the organization of major international events, such as the UN General Assembly informal thematic debate on international migration and development. During its chairmanship, UNESCO proposed that the GMG focus its work on linkages between the environment, human settlement and population movement, and that the GMG members work jointly to identify the displacement and relocation caused by climate change. The factors affecting climate change are multidimensional, and include governance, conflict, human rights, gender and economic development.

In line with the GMG chairmanship theme and a round table focus of the GFMD in Mexico, UNESCO published its book on *Migration and Climate Change*, where it identified the gaps between the perception of environmental migration and the policy responses.

³⁰ The 17 projects implemented under this programme in 2012–2013 are organized into five thematic clusters aligned with UNESCO's following strategic directions: (a) Strengthening peace and non-violence through formal and non-formal education to achieve intercultural skills such as empathy, spontaneous solidarity and hospitality reflecting the diversity of contemporary societies in an active, honest and lasting dialogue; (b) fostering social cohesion and inclusion, pluralist and democratic participation and human rights, notably through the empowerment of women and youth; (c) harnessing the media and ICTs to promote peace, non-violence, tolerance and intercultural dialogue; (d) promoting heritage and contemporary creativity as resilience tools for building harmonious interactions through dialogue; and (e) Reinforcing the role of education, the sciences, culture, communication and information in their capacity to create sustainable and inclusive knowledge societies in all the regions of the world. An account of all projects implemented in 2012–2013 under the umbrella of this programme is available at www.unesdoc.unesco.org/images/0021/002177/217786e.pdf.

UNESCO has addressed the need for Extended Migration Profiles in the GFMD, as a way to secure accurate and timely data on migration and development. This will require constructing a comprehensive process premised on coordination among all concerned government ministries and agencies. UNESCO has also contributed to the work of the GMG in following up on the report “Migrants Count: Five Steps Toward Better Migration Data” (2009) by the Center for Global Development. As chair of the GMG, UNESCO acted as a focal point to channel requests to all Member agencies for GMG support to the 2011 GFMD.

3. Identified good practices

In a report published in 2008, UNESCO presented and disseminated an inventory of existing good practices on migration and the mutual recognition of qualifications in the field of higher education, taking into account diverse systems of education and knowledge development practices.³¹

This report underlines the “greatest level of investment” by countries like Australia and Canada in the improvement of recognition of foreign credentials. It also refers to the UNESCO–Hewlett-Packard (HP) initiative to reduce brain drain from the African continent with the academic support of seven universities in South-eastern Europe. As an outcome, databases and joint research projects have been established with the primary aim of capacity-building.³² This work is part of a broader partnership between HP and UNESCO initiated in 2003 with the aim of alleviating brain drain. It enables universities through equipment, training, assistance and operational funds to collaborate with experts around the world and interact with communities of expatriate researchers in innovative education and research projects.³³

Other “good practice” initiatives include an increase in bilateral and multilateral agreements with a view to developing region- and field-specific goods and services and agreements that can enhance the mobility of skilled workers and facilitate qualifications recognition. Another example is the will by more governments to develop recruitment and recognition protocols. The aim is to stimulate the movement of professionals from surplus to underserved areas, while helping with professional registration systems and qualifications frameworks, both within and across countries, to make long-term career development and skill utilization easier. This protocol initiative is based on the Commonwealth Protocol on Teacher Recruitment.³⁴

³¹ The report produced a summary of an expert group meeting on “Migration and Education: Quality assurance and mutual recognition of qualifications,” held on 22–23 September 2008 at the UNESCO Headquarters in Paris. The report is available at <http://unesdoc.unesco.org/images/0017/001798/179851e.pdf>.

³² The UNESCO–HP initiative was launched in 2003 in South-eastern Europe (specifically, Bosnia and Herzegovina, Croatia, Montenegro and Serbia), piloted between 2006 and 2009 in Africa (Algeria, Ghana, Nigeria, Senegal and Zimbabwe) and expanded in 2009 to another 15 higher education institutions in the Middle East and Africa.

³³ Additional information on the Brain Gain Initiative of UNESCO and Hewlett Packard is available on the following webpages: www.unesco.org/new/en/education/themes/strengthening-education-systems/higher-education/reform-and-innovation/brain-gain-initiative and www.hp.com/hpinfo/socialinnovation/braingain.html.

³⁴ For more information, visit <http://unesdoc.unesco.org/images/0017/001798/179851e.pdf>.

4. Challenges identified in carrying out UNESCO work

The inflow of migrants to cities adds to the low-income populations of urban areas. However, inadequate migration policies make it difficult to provide adequate assistance to migrants in urban settings. Rethinking of urban policies should be linked to policies aimed at integration of migrant populations.

While there are some effective practices to assure the accreditation of education and technical training, there is still an ongoing debate regarding the assessment of credentials of education institutions. One of the points made in Canada, as captured in the above-mentioned report of the 2008 experts meeting, is whether the credential assessment and advice should occur pre- or post-migration.

Another lingering challenge relates to the engagement of the private sector in dealing with credentials recognition obstacles faced by sending and receiving countries, such as the initiative with Hewlett-Packard. In regard to the credentials screening process, the question remains of whether the screening is best conducted by the private sector or the public sector, and how much neutrality each sector brings to the task. Another unanswered question is how comprehensive the standards for quality control of education should be, as there are no regional or universal standards for this.

5. Gaps evident within the migration and development sphere

Little is known about the precise relationship between migration and development, despite the high relevance of migration in some countries. Migration is an important factor of development and the sustainability of a country's economy since it works like an effective pool for skilled human resources. With a skill-centred economy, there is a growing need for highly skilled workers that exceeds domestic supply, so the market searches for expatriate foreign workforce.

Emotional barriers to the effective integration of migrants in host societies still remain, and so there is a need to balance social cohesion of migrants with respect for cultural diversity in host societies. Increased cooperation between social scientists and policymakers can help improve policies that recognize and support social changes induced by migration.

Environmental migration is often dealt with in terms of disasters, as in the 2004 Asian tsunami, and the 2005 hurricane Katrina in the United States of America. By contrast, there is a more "silent crisis" generated by progressive climate change, which receives much less policy attention while affecting potentially very high numbers of people. There is still a need for strategies by all stakeholders to develop balanced approaches to both slow- and long-onset climate and environmental changes.

6. Recommendations for the 2013 High-level Dialogue

UNESCO invites the HLD to advocate for the following:

- (a) Migration policy should be acknowledged as a key factor for conflict prevention and spreading a culture of peace.
- (b) Migration policy should be recognized as a key adaptation strategy for environmental changes.
- (c) The ethical and human rights dimensions of migration should be recognized.

The Organization proposes to the HLD the following courses of action:

- (a) Promote the value and respect of cultural diversity in multicultural societies and improve the balance between policies promoting diversity and policies promoting social integration;
- (b) Pay stronger attention to the rights of migrants in countries of origin, transit and destination and call for rights-based responses to the relevant challenges. This requires better coordination between governments in order to uphold the rights of migrants and their families;
- (c) Ensure that legal governing bodies, such as national governments, regional governments and professional institutions, which are stakeholders in student migration, understand the jurisdictional requirements of each governing body;
- (d) Identify good practice strategies currently in place to support recognition of academic achievements and skills. This will be useful in the future for advocating with governments, academics, regulatory bodies and commercial sectors for the improvement of mutual recognition of qualifications for study and professional training;
- (e) Strengthen the capacity, sustainability and effectiveness of diaspora networks as a means to promote brain gain – as opposed to the current brain drain – through the use of ICTs.

CHAPTER

20

**United Nations
Population Fund**



United Nations Population Fund

The United Nations Population Fund (UNFPA)¹ assumes a leading role in the UN system to promote population programmes. It works to achieve universal access to sexual and reproductive health, (including family planning), promote reproductive rights, reduce maternal mortality and accelerate progress on the ICPD agenda. The Fund aims to improve the lives of youths and women by advocating for human rights and gender equality and promoting understanding of population dynamics in both developed and developing countries – including growth rates, age structure, fertility, mortality and migration – which have an effect on every aspect of human, social and economic progress. UNFPA partners with governments, other agencies and civil society to build knowledge and the capacity to respond to needs in population and family planning. Its efforts are guided by the Programme of Action adopted at the 1994 International Conference on Population and Development (ICPD)² and the Millennium Development Goals (MDGs).

International migration, as one of the population dynamics critical for development, has clear implications for the work and core mandate of UNFPA. The Fund’s approach to migration and human mobility is rights-based and culture- and gender-sensitive. UNFPA provides policy, advocacy and technical support, to ensure that international migration is recognized as an important factor in development. It works at the global, regional and country levels to increase understanding of migration issues and its interlinkages with development, advocate for more reliable age- and gender-disaggregated migration data to inform policy and promote the incorporation of migration into national development plans.

¹ The UNFPA was introduced as a trust fund in 1967 with the name “United Nations Fund for Population Activities,” becoming operational in 1969. The name was changed to “United Nations Population Fund” in 1987, but its official abbreviation, UNFPA, remains the same. For further background about the goals and mandate of UNFPA see www.unfpa.org/public/about/faqs#goal.

² UNFPA work in this area is guided by the ICPD Programme of Action, a milestone in the history of population and development, women’s empowerment and the global migration and development debate. Chapter X (“International Migration”) gave the impetus for global action on migration which followed, including the Global Commission on International Migration, the GMG and the GFMD.

1. Migration and development activities since the 2006 High-level Dialogue

Global advocacy

Migration is an important component of UNFPA-led consultations on population dynamics in both the ICPD Beyond 2014 and post-2015 development agenda processes. UNFPA is coordinating the ICPD Beyond 2014 process, which will include a review of migration-related activities and propose recommendations for the way forward. The UNFPA–ICPD Beyond 2014 Global Survey (of progress), since the 1994 ICPD, has included specific sections on internal and international migration and requests information on national policies, programmes and strategies on migration, institutional entities addressing migration issues, national priorities, areas of progress, civil society partners and international cooperation on migration. The survey also provides governments with an opportunity to reflect on progress in this area and identify issues that should be the focus for the next five to ten years. An analytical report of the survey will provide a roadmap for future work in this area.

As the United Nations charts a course for beyond 2015, UNFPA is working with its partners to ensure that migration figures prominently in this process, either as a potential goal, as an indicative target, as an indicator to measure the achievement of other MDGs or as an enabling factor. It seeks to raise awareness of the important link between migration and development and increase understanding of how migration can contribute to the achievement of development goals, including poverty reduction, maternal and child health, primary education and gender empowerment. It encourages countries to mainstream migration in policymaking and development planning.

UNFPA is collaborating with its partners in the preparations for the 2013 HLD. Most notable are the summary Recommendations and Outcomes,³ prepared in collaboration with IOM at the recommendation of the UN High-level Committee on Programmes (HLCP) and at the request of the UN System Chief Executives Board for Coordination.

UNFPA is also collaborating with IOM and UN DESA in the convening of the HLD round table series to help inform discussions and advance the global migration debate. Led by IOM, the round table series is designed as a forum for the Permanent Missions to the United Nations in New York to engage in the themes that will be discussed at the 2013 HLD, including the post-2015 development framework, human rights, partnerships and cooperation and labour mobility. The series began in October 2012 with a discussion of the global migration debate, from the 1994 ICPD to the present, and has helped

³ Chapter 1 of this book gives further details about the HLCP Recommendations and Outcomes paper prepared by UNFPA and IOM.

prepare UN Member States for the HLD through discussion, exchange of experience and networking with experts from governments, the United Nations, the GMG, civil society and academia.

UNFPA collaborates with other UN agencies in the Conference of the Parties process to ensure that population dynamics, including migration, are addressed in the climate change discourse. It is now widely accepted that migration policies and measures to address displacement need to be part of adaptation strategies, as stated in the Cancun Adaptation Framework.

UNFPA issued a revised policy guidance note in 2008 to its staff on its strategic direction on international migration, stressing that the approach towards policy and programmatic interventions in this area should strategically focus on the migration and development nexus from a rights-based and culture- and gender-sensitive perspective. Policy and programme guidance, globally and in the field, must focus on countries and regions experiencing challenges due to population movements, where activities and projects can provide the most immediate and greatest effects on the most vulnerable.⁴

UNFPA presented two Reports of the Secretary General to the Commission on Population and Development – “Monitoring of population programmes focusing on International Migration and Development” (39th session, 2006) and “New trends in migration: demographic aspects” (46th session, 2013) – both of which highlight its work in this area.

Capacity development

Strengthening the capacity of countries to address the challenges of migration is one of the main priorities of UNFPA work in this area. The UNFPA policy guidance note on international migration encourages its country offices to support the enhancement of national capacity to integrate migration issues into national and sectoral development policies, programmes, strategies and action plans, including poverty reduction strategies.

UNFPA helps increase understanding of migration within the UN community by continuing its collaboration, begun in 2006, with the UN Institute for Training and Research (UNITAR), IOM and the MacArthur Foundation to offer seminars on key migration and development issues for government delegates at the Permanent Missions to the United Nations and the UN system. The seminars provide government officials with a better understanding of the relationship between migration and

⁴ The Policy Guidance Note observes how the increasing focus on interlinkages between migration, poverty reduction and development has important implications for UNFPA’s programmatic work in a number of key areas, including the role of migration in socioeconomic development, especially poverty reduction; the relationship between migration and women, and between migration and young people; and the impact of migration on human rights.

development and a forum for discussion of issues of concern to countries of origin, transit and destination. Topics have ranged widely.⁵

UNFPA Country Offices are collaborating in the global pilot project on mainstreaming migration into national development strategies in Bangladesh, Jamaica, the Republic of Moldova and Tunisia to help these countries address migration and development interlinkages in their national policies and programmes, set up monitoring mechanisms, and strengthen the capacity of the UN Country Teams to support governments on migration and development issues.

UNFPA provided both technical and financial support to IOM and other partners of the African, Caribbean and Pacific (ACP) Observatory on Migration to build the evidence base for mainstreaming migration into development plans and prepare migration profiles in four pilot countries: Cameroon, Tanzania, Papua New Guinea, and Trinidad and Tobago. The Fund continues its partnership with the UN Development Programme (UNDP), the Office of the UN High Commissioner for Refugees (UNHCR), ILO and IOM in the Joint Migration and Development Initiative (JMIDI) to set up and reinforce migration and development networks, identify good practices, and inform policymaking on migration and development.

To build the capacity of national institutions in the collection and analysis of migration data and in policy formulation, UNFPA has collaborated with the UN Economic Commission for Europe (UNECE), on its Development Account project “Strengthening National Capacities to Deal With International Migration: Maximizing Benefits and Minimizing Negative Impact,” which benefitted a number of countries in Eastern Europe and Central Asia.

In partnership with UN DESA, UNFPA and UNECE conducted workshops on migration statistics, targeting countries in Central Asia and the Commonwealth of Independent States, which focused on identifying gaps in the available data on international migrant stocks, flows and characteristics in the region. Participants were made aware of the global and regional policy context and were trained in global and regional data standards. They identified gaps in migration data and agreed upon practical strategies to close these gaps.

UNFPA convened a Needs Assessment Conference on Census Analysis to create a dialogue between census specialists and population data and information users, contributing to timely and accurate census analyses relevant to the policy needs of

⁵ The New York seminars have covered the following topics: female migration, labour migration, trafficking in human beings, migration and human rights, irregular migration, contributions of diasporas, social inclusion of migrants, migration and ageing, HIV/AIDS and migration, migration and the MDGs, aligning migration and development goals, migration and the financial crisis, peacebuilding, the role of diasporas, climate change, environmental degradation and migration, building partnerships, health challenges of migrant youth, regional consultative processes, facilitating migrants’ participation in society, migration profiles, mainstreaming migration into development planning, and migration and sustainable development.

the region. The discussions included the use of census information for migration and mobility studies. UNFPA also participated in the Suitland Working Group meetings on the use of household surveys to measure migration and the size, distribution and characteristics of migrant populations.

Data collection and research

UNFPA has encouraged its country offices to support activities that promote the establishment and maintenance of reliable databases on migration and development and on cross-border movements between countries and geographic regions. It has encouraged support for operational research that fosters increased understanding of migration processes, including female migration, and addresses the needs of migrants (particularly as regards sexual and reproductive health and reproductive rights), as well as studies that focus on the relationship between migration and development; the root causes of migration; young people and the gender dimension of migration in a life cycle approach, including the impact of migration on gender equality and women's empowerment; labour migration in a globalized economy; the impact of remittances; the role of the diaspora; measures to prevent human trafficking, especially of women and girls; ensuring the human rights of migrants; addressing the challenges of irregular migration; and the impact of migration on the environment. A number of UNFPA Country Offices have initiated surveys and research studies on many of these topics since 2006 and have supported meetings to better understand the phenomenon of migration.

UNFPA Country Offices in Cameroon, the Central African Republic, Chad, Niger and Nigeria are collaborating to address cross-country population dynamics in the Lake Chad Basin region. A study on the sociodemographic behaviour and HIV/AIDS seroprevalence in the Lake Chad Basin region was conducted as a baseline before the development of a programme to combat HIV. The UNFPA Country Offices facilitated the coordination of studies in their respective countries by the national counterparts. This collaboration resulted in a study of the diverse migration dynamics of all the countries involved, which also analyses the link between migration dynamics and HIV in the region. The programme to be developed on the basis of this study is expected to address the issue in the region.

In the Asia-Pacific region, UNFPA completed the report "Socio-cultural influences on the reproductive health of migrant women: A review of literature in Cambodia, Lao People's Democratic Republic, Thailand and Viet Nam,"⁶ which explores the nexus between sociocultural factors, health-seeking behaviour and access to sexual and reproductive health information and services among migrants. A key finding of the review is that migrant women's reproductive health needs are being neglected.

⁶ For further information, see www.unfpa.org/webdav/site/global/shared/documents/publications/2011/Migrant_Regional.pdf.

A focus on sociocultural factors is essential to understand the multiple factors that impact migrant women's behaviour and preferences for health care. The report makes recommendations on how policymakers, employers and service providers can better address the reproductive health needs of migrant women.

As a member of the Asia-Pacific Regional Conference on Migration Thematic Working Group on International Migration including Human Trafficking, the UNFPA Asia-Pacific Regional Office collaborated with 16 other UN Regional Offices in the preparation of the Situation Report on International Migration in South and South-west Asia in 2012,⁷ which provides country overviews on the migration situation and regional migration trends, and on the environment, climate change, gender, health, labour migration, policy and international cooperation, protection of the rights of migrant workers, refugees and stateless persons and remittances.

In the Eastern Europe and Central Asia region, the UNFPA Regional Office continues its collaboration with UNECE on migration statistics, including capacity-building, facilitating data exchange among countries, support to the establishment and operations of the UNECE Clearing House, and awareness-raising of policymakers regarding the role of migration in national development.

The UNFPA Arab States Regional Office is collaborating with the MEDSTAT Programme, the World Bank, UNHCR and other partners on the Mediterranean International Migration Survey, which covers Algeria, Egypt, Jordan, Lebanon, Morocco, the Syrian Arab Republic, Tunisia and the Occupied Palestinian Territory. The survey addresses various forms of international migration, including voluntary and forced migration, and the implications for migrants, their households and sending and receiving countries. The UNFPA Regional Office and Country Offices are supporting the survey technically and financially.

In the Latin America and the Caribbean region, UNFPA is working with governments and strategic partners to place the themes of sexual and reproductive health care, including HIV/AIDS and sexual violence affecting migrant youth and women, on the public agenda as a right that extends beyond borders. Regional partners include the Population Division of the Economic Commission for Latin America and the Caribbean, IOM, the Ibero-American General Secretariat, the Central American Health Integration System, the National Institute of Public Health in Mexico, the Inter-American Institute of Human Rights and the Technical Cooperation Offices of the Spanish Agency for International Development Cooperation. This collaboration has resulted in regional and bi-national studies on the sexual and reproductive health of the migrant population in highly vulnerable border areas, as well as the creation of bi-national commissions to facilitate exchange of information, identification of intervention zones, better

⁷ This report is available from www.rcm-asiapacific-un.org/pdf/Situation_report.pdf.

human-rights based and coordinated policies and the establishment of accessible care services.⁸

Knowledge-building

The 2006 edition of the flagship UNFPA publication, *State of the World Population*, focused on women and international migration and showed how women can both benefit from migration and be subject to discrimination and abuse when migrating. The report examined the impact of female labour migration on source and destination countries and addressed such issues as empowerment and risks, including trafficking; and the social and economic implications of women's migration, including the disruption of families on the one hand and the benefits of remittances on the other.

Female migration was the subject of an expert group meeting convened by UNFPA to identify the gaps and challenges through the life cycle of female migrants and make recommendations on how governments, the UN system and other relevant organizations can work together to ensure that the rights and needs of female migrants are adequately addressed. This followed an expert meeting on international migration and the MDGs that underscored the important role of migration in the global development process and analysed migration as both a facilitating and constraining factor in the achievement of the MDGs.

As Chair of the GMG from January to June 2008, UNFPA initiated a collaborative effort to analyse the challenges of protecting the human rights of international migrants, which resulted in the publication, "International Migration and Human Rights: Challenges and Opportunities on the Threshold of the 60th Anniversary of the Universal Declaration of Human Rights," in 2008.⁹ Each of the GMG member agencies contributed to the publication through inputs based on their respective mandates and expertise. The report pointed out that migrants are human beings with rights which States, exercising their sovereign right to determine who enters and remains in their territory, have an obligation to protect. It underscored the fact that fundamental human rights are non-negotiable and an individual's immigration status is irrelevant in this respect. International migration, development and human rights are inextricably linked.

As a member of the GMG, UNFPA collaborated with partners in the preparation of two "Fact Sheets": one on the "Impact of the Economic Crisis on Female Migration," which points out that the crisis makes female migrants more vulnerable to exploitation, discrimination and abuse, and another on "Climate Change and Migration," which shows how migration is an essential part of development and a means of coping with environmental change, and must be integrated into national development frameworks,

⁸ This border and cross-border work is being carried out in Argentina–Bolivia, Colombia–Ecuador, Costa Rica–Nicaragua, El Salvador–Guatemala–Mexico and Haiti–Dominican Republic.

⁹ This report is available from www.unfpa.org/public/home/publications/pid/5776.

poverty reduction strategies and other areas of policy, including urban planning, disaster risk reduction and climate change response mechanisms.

Also as a member of the GMG, UNFPA collaborated with partners in organizing the 2010 Practitioners' Symposium entitled "Overcoming Barriers: Building Partnerships for Migration and Human Development" and the Symposium entitled "Migration and Youth: Harnessing Opportunities for Development." The Fund took the lead in conducting an inventory of the impact assessments of international migration projects and programmes on development carried out by GMG member agencies, to raise awareness of the importance of conducting assessments and ensuring that resources are used as effectively and efficiently as possible to achieve the desired results. The inventory revealed that GMG agencies carried out projects on a wide range of migration issues, from labour migration to combating human trafficking and generating migration statistics. Most agencies conducted evaluations of their own projects, but did not conduct impact assessments. The evaluations were typically part of the monitoring and evaluation exercise of the logical framework for donor reporting. UNFPA also collaborated with its GMG partners in the production of the 2010 *Handbook on Mainstreaming Migration into Development Planning*.

UNFPA worked with UNAIDS Co-sponsors and other partners in the preparation for the 2009 UNAIDS Twenty-fourth Programme Coordinating Board Thematic Seminar on People on the Move, which called attention to the barriers faced by migrants in accessing universal HIV prevention, treatment, care and support services, and examined successful policies and programmes that provide accessible and culturally appropriate HIV-related services to diverse mobile populations.

UNFPA pointed out the complex relationship between migration and health, stressing that migration per se does not cause ill health, but that migrants arrive with already-established health profiles shaped by their socioeconomic status and accessibility to health-care services in their countries of origin. The conditions in which migrants find themselves while in transit and in their countries of destination, and the lack of affordable and accessible health care, can depress their health status. Migrant health raises important public health issues for the entire society, especially where there is inadequate attention to diseases in the migrant community. Including migrants in prevention programmes and addressing their health needs is an obligation from a human rights perspective, but also makes good economic sense. Healthy migrants will not overburden the health-care system and will be in a better position to contribute to the development of countries of origin and destination.

Lastly, UNFPA has joined the new initiative, the Global Knowledge Partnership on Migration and Development, established under the leadership of the World Bank. UNFPA is Co-Chair of the Thematic Working Group on Demographic Changes and Migration.

Policy dialogue

A number of UNFPA Country Offices have been engaged in policy dialogue and collaborated with government partners in formulating and reviewing national population policies, including international migration policies. For example, in Cameroon, UNFPA supported the national inter-ministerial task force on international migration and capitalized on the dividends of the Cameroon diaspora. In Côte d'Ivoire, UNFPA was instrumental in integrating the "Population and Development" section into the Poverty Reduction Strategy Paper, which included, among others, issues relating to the implementation of a policy for managing migration.

In Jamaica, UNFPA has actively participated in a technical working group on migration, established to identify the key issues to be examined in the migration policy development process. Health services for migrant women and girls in particular, as well as concerns relating to older persons who leave the country during their youth but return upon retirement, have also been raised by UNFPA. This perspective is expected to be reflected in the final policy. In addition, UNFPA has provided technical assistance to the Government of the Former Yugoslav Republic of Macedonia in the review and revision of the country's Strategy for Demographic Development, which includes, among others, specific goals and measures on migration.

Advocacy and awareness-raising

Under UNFPA's 7 Billion Actions campaign to advocate for demographic issues,¹⁰ a number of UNFPA Country Offices have undertaken advocacy and awareness-raising activities to raise the profile of international migration. For example, in Botswana, the commemoration of World Population Day and the launch of *The State of World Population* report, both of which focused on the "seven billion milestone," raised awareness of the interlinkages between population and development and spurred discussions on the implications of population growth, migration and other population dynamics in relation to development in the context of Botswana. The events were attended by ministers, parliamentarians, district commissioners, development partners, civil society organizations and private sector institutions.

In the Dominican Republic, the UNFPA Country Office has taken an active role, together with IOM, UNHCR, UNICEF and UNDP, to ensure that the Government's Migrant Regularization Plan guarantees the rights of migrants. In Guatemala, UNFPA conducted advocacy work to facilitate the elaboration of the Migrants' Policy. In Senegal, UNFPA worked on reducing the root causes of migration of young people through advocacy efforts by all partners under the auspices of IOM. The Migration Profile of Senegal facilitated the development of strategies to keep young people in their lands.

¹⁰ For more information on the 7 Billion Actions campaign, visit www.unfpa.org/public/home/news/pid/7999.

Some UNFPA Country Offices are undertaking or supporting activities to promote migrant health. For example, in UNSC resolution 1244-administered Kosovo, migration data from the UNFPA-supported Demographic Health Survey and the “Socio-economic and Health Status of Migrants” report have facilitated awareness-raising and policy dialogue to improve the health of migrants. In Papua New Guinea, UNFPA supported the preparation of a radio drama by the Population Media Centre which focuses on different MDGs and population issues, particularly, the effects of international migration, urbanization, health issues such as HIV and reproductive health. The scriptwriters received training on how to integrate social issues related to population and development in a drama script. The key lesson learned is the importance of advocacy aimed at decision makers and legislators to ensure that international migration is incorporated into development plans.

2. Support provided to the Global Forum on Migration and Development

UNFPA has actively participated in each GFMD meeting since Brussels in 2007. It participates regularly in meetings of the Friends of the Forum and contributes to the annual preparatory activities of the GFMD, including through technical inputs for background papers.

The Fund has also participated in meetings of the GFMD Ad Hoc Working Group on Data, Research and Coherence. In 2008 UNFPA made available to the Forum in Manila the GMG report produced under its chairmanship, entitled “International Migration and Human Rights: Opportunities and Challenges on the Threshold of the Sixtieth Anniversary of the Universal Declaration of Human Rights.” As a member of the JMDI, UNFPA participated in the Virtual Fair in Athens in November 2009, which invited virtual visitors to watch filmed interviews with civil society leaders and policymakers present at the GFMD, explore an online exhibition of good practice projects and read and comment on a daily discussion blog summarizing and analysing the discussions of the day.

In 2011 UNFPA participated in several GFMD workshops, and delivered a presentation on the results of the inventory of impact assessments of migration projects and programmes undertaken by GMG member agencies at a GFMD workshop in Marseilles. A seminar on Migration Profiles was convened in collaboration with UNITAR, UNFPA, IOM and the MacArthur Foundation as part of the 2011 GFMD thematic meetings co-chaired by the Governments of Ghana and the Republic of Moldova.

3. Identified good practices

At the global level, the best example of a good practice was the preparation of the joint GMG report, “International Migration and Human Rights: Challenges and Opportunities on the Threshold of the 60th Anniversary of the Universal Declaration of Human Rights,” which serves as a model of close collaboration among all agencies involved.

The pilot project on mainstreaming migration into national development strategies, involving close collaboration among the GMG, governments and UN Country Teams, is another example of a good practice of coherent multi-agency and multi-stakeholder programming and operations on the ground.

At the regional level, a good practice from Asia and the Pacific is the *Situation Report on International Migration in South and South-west Asia*, a collaborative effort of the UNFPA Regional Office and 16 other UN Regional Offices that spans the migration experiences of 10 Asian countries. The report provides country overviews on the migration situation, as well as thematic chapters on regional migration trends and issues. In Latin America, a good practice is the joint effort of UNFPA with governments and strategic partners on the Initiative for Sexual and Reproductive Health Care for Migrant Youths and Women, which places sexual and reproductive health care, including HIV/AIDS and sexual violence affecting migrant youth and women, on the public agenda as a right extending beyond borders.

At the country level, there are many examples of good practices, including cooperation with government departments in the production of migration data and research, and policy recommendations. In Bosnia and Herzegovina, the UNFPA Country Office is strengthening the national capacity to monitor migration, produce quality migration statistics and create a system for the exchange and dissemination of data. In El Salvador, the UNFPA Country Office collaborated with the Ministry of Foreign Affairs, the Ministry of Health and the Ombudsmen Office on a campaign to prevent undocumented migration by informing potential youth and adolescent migrants in 12 municipalities with the highest rates of migration about the risks of undocumented migration.

In Jordan, UNFPA supported the establishment of the National Committee on Migration and the subsequent national report on migration. UNFPA also collaborates with partners of the Mediterranean Household International Migration Survey to study the trends, causes, determinants and consequences of international migration, and the interlinkages between migration and development. In Mexico, the UNFPA Country office collaborated with the National Population Council to generate sociodemographic information and data on the state of international migration in Mexico, analyse public policies on international migration, identify the main challenges and design public policy recommendations. In Namibia, UNFPA commissioned a baseline study on youth

migration. In Nigeria, UNFPA worked with partners to support country-level capacities for improved migration-related data, with a view to augmenting evidence-based policymaking.

4. Challenges identified in carrying out UNFPA work

A significant challenge to the work of UNFPA in the area of international migration is the lack of human and financial resources. UNFPA work at the country level is driven by government demand. However the bulk of resources go to the Fund's main areas of interest, which are reproductive health, including family planning. Nevertheless, UNFPA remains active in global advocacy, capacity development, knowledge-building and awareness-raising on migration; and works with partners to enhance policy dialogue and inter-agency collaboration.

Among the specific challenges are meeting the health (including sexual and reproductive health) needs of migrant women and migrant youth. Many developing countries particularly do not have the capacity and resources to provide these services to migrants. Women and young migrants are especially vulnerable, often lacking access to appropriate and affordable health care information and services. Of particular concern are the many young women who fall prey to traffickers and are afraid to seek medical treatment, including receiving reproductive health care.

Another significant challenge is the lack of timely and comparable age- and sex-disaggregated data on international migrant stocks and flows and on the status, characteristics and needs of migrants and their families, which are essential for evidence-based policy dialogue, development planning and programme formulation.

5. Gaps evident within the migration and development sphere

The following gaps have been identified by UNFPA within the migration and development sphere:

- (a) Lack of adequate funding to collect data and support comparative research on migration and migrants;
- (b) Inadequate understanding of the dynamics, scope, potential and implications of migration;
- (c) Inadequate understanding of the links between migration and reproductive health services and outcomes;
- (d) Lack of awareness of the important linkages between migration and development;

- (e) Lack of adequate data to inform policy;
- (f) Lack of cooperation and collaboration between sending and receiving countries in such areas as:
 - (i) Bilateral and multilateral agreements regarding admission policies
 - (ii) Employment opportunities and labour needs of sending and receiving countries
 - (iii) Recruitment procedures
 - (iv) Brain drain of education and health-care professionals
 - (v) Addressing irregular migration
 - (vi) Addressing trafficking and smuggling of migrants
 - (vii) Granting of asylum
 - (viii) Return and repatriation
 - (ix) Transfer of education credentials
 - (x) Transfer of pensions
 - (xi) High cost of remittances
 - (xii) Health services for migrants

6. Recommendations for the 2013 High-level Dialogue

As the international community prepares for the 2013 HLD, the need for collaboration and cooperation in matters relating to migration remains as strong as ever. International migration is integral to the global development process and must be incorporated into population and development policy. If channeled properly and supported by appropriate policies, international migration can be a positive force for development.

The 2013 HLD should propose the following practical recommendations to Member States:

Recommendations linked to the UNFPA mandate

- (a) Build national capacities of policymakers to understand the migration process and the needs of migrants and sending and receiving countries, and formulate appropriate policies to fill these needs;
- (b) Support the collection, analysis and dissemination of timely age- and sex-disaggregated data and comparative research on the flows and characteristics of migrants, as well as the needs of sending and receiving countries;
- (c) Encourage assessments of the impacts of migration policies and programmes on development;

- (d) Conduct needs assessments to ascertain requirements for additional labour to replace skills lost to ageing and mortality, and utilize existing workforce and retirees to teach immigrants the skills necessary via courses, apprenticeships and mentoring, at both the national and local levels;
- (e) Encourage sending countries to provide pre-departure training based on the needs of receiving countries, including language and cultural immersion, and computer and job skills;
- (f) Expand receiving countries' consular services in sending countries to facilitate preparation for departure and provide the necessary legal documents for migration and work permits;
- (g) Expand sending countries' consular services in receiving countries to help protect the human rights of migrants;
- (h) Promote research on the needs and challenges of migrating youth;
- (i) Promote information and advocacy campaigns among migrant populations to increase awareness of the full range of health issues of migrants, particularly female migrants, including reproductive health, HIV/AIDS and female genital mutilation;
- (j) Support awareness-raising and the training of relevant local and national authorities, including law enforcement officials, labour inspectors, judiciary personnel and diplomatic staff in countries of origin and destination, to strengthen the technical capacity of all actors in the fight against trafficking;
- (k) Advocate for the protection of the human rights of all migrants, especially women and girls, older persons, indigenous peoples and persons with disabilities, who are more vulnerable to exploitation and abuse;
- (l) Promote prevention and response to trafficking and victims of sexual and gender-based violence within the context of emergency and post-crisis settings.

Other recommendations

- (a) Exchange information on labour needs and labour markets in sending and receiving countries;
- (b) Formulate agreements between countries which commit receiving countries to train immigrants and grant them work visas, and provide investments and infrastructure improvements such as transportation, education and health care in the sending country;

- (c) Encourage the media to dispel the myths and fears surrounding immigrants and ensure a receptive culture in which every immigrant is accepted and can become a contributing member of the host society;
- (d) Consider implementing “Adopt an Immigrant” programmes, where native individuals or families adopt newly arrived immigrants and provide mentoring and cultural acclimatization to ease their transition into a new society.

In addition, the following recommendations relate to the GFMD and GMG processes:

- (a) Convene future GFMD meetings, with a view to more practical outcomes by focusing more on the following: exchange of experiences and lessons learned, opportunities for the formation and expansion of partnerships, dialogue with civil society, including migrant associations, employers and trade unions;
- (b) Empower the GMG by including the Chair in meetings of the GFMD Steering Committee; establishing a closer link and a more formal line of communication between the GMG Chair and the GFMD Chair; and creating a trust fund to support a small GMG Secretariat and GMG activities.

The upcoming HLD is a perfect opportunity to ensure that migration figures prominently in all discussions relating to the post-2015 development agenda.

UNFPA is committed to work with governments, the UN system, non-governmental organizations and civil society to improve migration data, facilitate policy dialogue, develop the capacity to formulate and implement migration policies and programmes, and strengthen partnerships to enhance understanding of the complexity of migration flows and their links to development. The Fund will continue to advocate for the provision of the full range of health services for migrants, particularly female migrants, including those relating to reproductive health and HIV/AIDS. UNFPA will also continue to ensure that migration issues become an integral part of the post-2015 development agenda.

CHAPTER

21

**United Nations High
Commissioner for
Refugees**



UNHCR
The UN Refugee Agency

United Nations High Commissioner for Refugees

The role and functions of the Office of the United Nations High Commissioner for Refugees (UNHCR)¹ are set forth in the UNHCR Statute² and have been further elaborated in resolutions of the UN General Assembly. The mandate under its Statute is to provide international protection, assistance and durable solutions for refugees.

Through a series of resolutions beginning in 1994, the UN General Assembly also conferred upon UNHCR the formal mandate to prevent and reduce statelessness around the world, as well as to protect the rights of stateless people. The Office has also been requested by the General Assembly to promote the 1954 and 1961 statelessness conventions³, and to help prevent statelessness by providing to States technical and advisory services on nationality legislation and practice. Finally, the United Nations has explicitly extended UNHCR's field of action to the protection of internally displaced persons (in collaboration with other agencies) under certain circumstances.

1. Migration and development activities since the 2006 High-level Dialogue

UNHCR was actively engaged in the 2006 HLD on International Migration and Development, drawing attention to the linkages between forced migration and development. Since 2006 UNHCR has been increasingly engaged in regional and global policy discussions on the interface between forced displacement and international migration with the aim of encouraging States to develop comprehensive and “protection-sensitive” asylum and migration strategies. This has been accompanied by operational initiatives at the national, regional and global levels to encourage implementation on the ground.

These actions have been prompted by the increased complexity of human mobility and the intersection of refugee and migratory movements in a number of different ways. UNHCR's engagement is also based on the fact that international migration may create challenges for persons of concern, but that migration can also offer opportunities.⁴ In turn, UNHCR strongly believes that strengthening the protection dimensions of migration strategies will contribute to sustainable human development, including for persons of concern to the Office.

¹ The Office of the UNHCR was established on 14 December 1950 by UN General Assembly Resolution 428, which mandated the Office to lead and coordinate international efforts to protect refugees and resolve refugee problems worldwide.

² See: General Assembly Resolution 428 (V) of 14 December 1950, available at www.unhcr.org/3b66c39e1.html.

³ UNHCR, “Refugee Protection and Durable Solutions in the Context of International Migration” (UNHCR/DPC/2007/Doc.02, 19 November 2007), discussion paper, available at www.unhcr.org/refworld/docid/3ae6b3840.html. and the 1961 Convention on the Reduction of Statelessness www.unhcr.org/3bbb286d8.html.

⁴ UNHCR, “Refugee Protection and Durable Solutions in the Context of International Migration” (UNHCR/DPC/2007/Doc.02, 19 November 2007), discussion paper, available at www.unhcr.org/refworld/docid/4745a64f2.html.

Building on the outcomes of the 2006 HLD, the High Commissioner for Refugees convened his first Dialogue on Protection Challenges in December 2007, entitled “Refugee Protection, Durable Solutions and International Migration.”⁵

This Dialogue was among the first international forums to affirm that there are protection gaps or grey areas affecting those involved in mixed movements.⁶ This especially relates to migrants deemed to be “irregular” by authorities, and who fall outside the international refugee protection framework, but nevertheless need humanitarian assistance and/or different kinds of protection. There are strong calls to uphold the rights and protect the welfare of people who are moving for reasons unrelated to refugee status, but who become vulnerable to abuse and exploitation, both in the course of their journey and following arrival in destination countries. No single agency has the capacity or mandate to address the complex issue of mixed migration alone. However, the solution lies not in redesigning mandates, but rather in forging more effective partnership mechanisms.⁷

UNHCR’s key objective since 2006 has therefore been to assist States in developing comprehensive and “protection-sensitive” asylum and migration strategies. This refers to strategies that are:

- (a) *Comprehensive and collaborative.* Effective asylum and migration strategies incorporate activities in countries of transit and destination, based on a foundation of cooperation and burden-sharing between interested States and other stakeholders; and
- (b) *Mindful of the protection needs of all persons.* UNHCR has underlined the importance of a rights-based approach to migration management, which upholds the rights and protects the welfare of all people irrespective of their status. In particular, UNHCR has encouraged States to recognize and properly handle people with specific needs, including asylum-seekers, refugees, trafficked persons, unaccompanied and separated children and other groups travelling as part of mixed movements.

UNHCR’s key tool to assist States in operationalizing “protection-sensitive” migration strategies, the *10-Point Plan of Action on Refugee Protection and International Migration* (or, simply, the 10-Point Plan), was issued in 2007 as a contribution to the follow-up on the first HLD on Migration and Development.⁸ The 10-Point Plan

⁵ UNHCR, “High Commissioner’s Dialogue on Protection Challenges, 2007 – Refugee Protection, Durable Solutions and International Migration,” webpage containing documents from the dialogue, accessible at www.unhcr.org/pages/4a12a6286.html.

⁶ “Mixed movements” (also sometimes referred to as “mixed migration”) involve individuals or groups of persons travelling generally in an irregular manner along similar routes and using similar means of travel, but for different reasons. They may affect a number of different countries along particular travel routes.

⁷ UNHCR, “Refugee Protection, Durable Solutions and International Migration, Chairman’s Summary,” (PDES/2008/02, 11–12 December 2007), available from www.unhcr.org/476146702.html.

⁸ UNHCR, “Refugee Protection and Mixed Migration: A 10-Point Plan of Action,” Revision 1 (January 2007), available from www.unhcr.org/refworld/docid/45b0c09b2.html.

framework and methodology have formed the basis for the development of integrated regional refugee protection and migration strategies. Between 2008 and 2011, UNHCR organized, inter alia, a series of regional stakeholder conferences, together with IOM and other partners.⁹ These conferences placed the interface between refugee protection and international migration on State political agendas and, often for the first time, provided a platform for dialogue between stakeholders at the regional level.

The conferences have led to a number of follow-up processes to implement their recommendations, including the institutionalization of cooperation between stakeholders to address the challenges of mixed movements.¹⁰ A compilation of practical examples issued in 2011, entitled “Refugee Protection and Mixed Migration: The 10-Point Plan in Action” highlights a range of effective practices developed across each of the areas of the 10-Point Plan in various countries and regions.¹¹ These processes have also led to the mainstreaming of refugee protection considerations into various existing fora, such as the Puebla Process in the Americas.¹²

Since 2006 UNHCR’s policy development and evaluation service has had a specific emphasis on mixed movements and the migration–development nexus. In that context, the Office has undertaken reviews of its role in mixed movement situations in Italy, Morocco and Spain, as well as in Eastern and Southern Africa.¹³ UNHCR has also published a wide range of research papers on thematic and country-level issues related to migration and development.¹⁴

UNHCR has issued a number of important doctrinal positions and policy recommendations on the interface between refugee protection and international migration.¹⁵ Asylum and migration issues are an integral part of UNHCR’s daily

⁹ UNHCR, “Regional Conferences on Refugee Protection and International Migration in Central America, Western Africa, Eastern Africa and Asia – Selected Conference Materials” (June 2011), available from www.unhcr.org/refworld/docid/4e0d6be02.html.

¹⁰ For example, the Mixed Migration Task Force in Yemen, following the conference in Yemen in 2008; a Dar es Salaam Action Plan following the conference in Tanzania in 2010; and the Almaty Declaration following the conference in Kazakhstan in 2010. See further: UNHCR, “Regional Conferences on Refugee Protection and International Migration in Central America, Western Africa, Eastern Africa and Asia – Selected Conference Materials,” June 2011, available from www.unhcr.org/refworld/docid/4e0d6be02.html.

¹¹ UNHCR, “Refugee Protection and Mixed Migration: The 10-Point Plan in Action” (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html.

¹² See further: UNHCR, “Regional Conference on Migration (Puebla Process): Raising Awareness on Providing International Protection to Refugees within Mixed Migratory Flows,” Chapter 1: “Cooperation among Key Partners,” in “Refugee Protection and Mixed Migration: The 10-Point Plan in Action” (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html, pages 29-30.

¹³ Evaluations are available at www.unhcr.org/pages/4a1d28526.html.

¹⁴ See, for example: UNHCR, “Extending protection, labour migration and durable solutions for refugees,” available at www.unhcr.org/refworld/docid/4f719bcd2.html. Further research papers are available at www.unhcr.org/refworld/docid/4f719bcd2.html. Further research papers available at: www.unhcr.org/pages/4a1d28526.html.

¹⁵ See: UNHCR, “Maritime interception operations and the processing of international protection claims: Legal standards and policy considerations with respect to extraterritorial processing” (November 2010), protection policy paper, available at www.unhcr.org/refworld/docid/4cd12d3a2.html; UNHCR, “The return of persons found not to be in need of international protection to their countries of origin: UNHCR’s role” (November 2010), protection policy paper, available at www.unhcr.org/refworld/docid/4cea23c62.html. Further documents are available at www.unhcr.org/refworld/migration.html.

protection work in many countries.¹⁶ The Office has been developing model framework agreements and other tools in response to specific challenges. A priority area is enhancing international cooperation in the context of rescue-at-sea situations involving refugees and migrants.¹⁷

2. Support provided to the Global Forum on Migration and Development

The Office has supported the GFMD since its inception, including by seconding a UNHCR staff member to the first Belgian GFMD Chair in 2007, as well as to the Mauritius Chair in 2012. These staff resources enhanced the expertise available on protection issues. The secondment in 2007 was responsible, *inter alia*, for ensuring adequate treatment of human rights and gender as cross-cutting issues in the round tables. In cooperation with the Mauritius GFMD Chair-in-Office in 2012, UNHCR worked on an initiative to consider how refugees may be enabled to benefit from labour migration schemes. In this connection, the Office co-organized with ILO a workshop in Geneva in 2012 entitled “Labour Mobility for Refugees.”¹⁸

Together with other GMG members, UNHCR has advocated for a rights-based, comprehensive approach to international migration within the GFMD, which comprehensively addresses all aspects of migration management, including those related to forced displacement.

3. Identified good practices

Through its experience, UNHCR has identified a number of good practices, grouped below around two themes:

Cooperation between key partners, including regional approaches

The first of the 10 points in UNHCR’s 10-Point Plan relates to “Cooperation among key partners.”¹⁹ This reflects the fact that addressing the complexities of refugee protection and international migration is beyond the mandate or capacity of any one organization, or indeed often any one government, alone. In UNHCR’s experience, cooperation –

¹⁶ Including, for example, training and border monitoring. See: UNHCR, *Protection Training Manual for European Border and Entry Officials* (Geneva, UNHCR, 2011), available from www.unhcr.org/refworld/docid/4ddf40d12.html. See also: UNHCR, “Chapter 3: Protection-sensitive entry systems,” in “Refugee Protection and Mixed Migration: The 10-Point Plan in Action,” available from www.unhcr.org/refworld/docid/4d9430ea2.html, pages 86–88.

¹⁷ UNHCR, “Refugees and Asylum-Seekers in Distress at Sea: How best to respond?,” background paper for the experts’ meeting in Djibouti (8–10 November 2011), available from www.unhcr.org/refworld/docid/4ede0d392.html.

¹⁸ UNHCR, *Labour Mobility for Refugees: Workshop in Geneva, 11–12 September 2012 – Summary Conclusions* (25 October 2012), available from www.refworld.org/docid/508e4fa72.html.

¹⁹ UNHCR, “Refugee Protection and Mixed Migration: The 10-Point Plan in Action” (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html.

with and among governments, regional organizations, international organizations and civil society – yields the most effective practices.²⁰

On an intergovernmental level, irregular mixed movements often pose common challenges to States and other actors within a particular region or along a particular travel route. These are often best addressed at the regional level. The five regional conferences convened by UNHCR and its partners under the auspices of the 10-Point Plan, and the follow-up processes that have emerged, have been a case in point.²¹

In the Asia-Pacific, a Regional Cooperation Framework (RCF) on refugees, asylum-seekers and irregular movements has been adopted under the region's Bali Process.²² To support implementation of the RCF, a Regional Support Office has been established which consists of staff from participating States, as well as personnel seconded from UNHCR and IOM.²³ The value of regional approaches has also been confirmed more broadly, for instance, through the various regional consultative processes on migration (RCPs).²⁴

Inter-agency cooperation on the ground in specific mixed migration scenarios has been a key to successfully addressing asylum and migration issues. The "Praesidium Project," which aims to strengthen the reception capacity for mixed arrivals at the Italian island of Lampedusa, is one example of good cooperation between UNHCR, IOM, the Italian Red Cross and Save the Children, to improve reception, identification, profiling and referral of mixed arrivals.²⁵ This enabled international and regional agencies to work together on the ground in a coordinated and cooperative manner to address asylum and migration challenges.

Similarly, cooperation between UNHCR and IOM to facilitate the return of migrant workers fleeing Libya in 2011 was critical to alleviating pressures on neighboring countries. The Yemen Mixed Migration Task Force (MMTF), established following the

²⁰ See further: UNHCR, Chapter 1: "Cooperation among Key Partners," in "Refugee Protection and Mixed Migration: The 10-Point Plan in Action" (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html.

²¹ For instance, the Regional Conference in Almaty, Kazakhstan, led to the adoption of an Almaty Declaration; national consultations to implement key recommendations and develop a regional action plan are ongoing. See also the Yemen Mixed Migration Task Force mentioned above; likewise the Dar es Salaam Action Plan has formed the basis for follow-up with the Regional Conference in Tanzania in 2010: UNHCR, "Regional Conferences on Refugee Protection and International Migration in Central America, Western Africa, Eastern Africa and Asia – Selected Conference Materials," (June 2011), available from www.unhcr.org/refworld/docid/4e0d6be02.html.

²² UNHCR, "Regional Cooperative Approach to Address Refugees, Asylum-Seekers and Irregular Movement" discussion paper (November 2011), available from www.unhcr.org/refworld/docid/4e92d7c32.html.

²³ Further information is available on the Bali Process home page at www.baliprocess.net.

²⁴ For example, the Puebla Process, the Mexico Plan of Action for Latin American Countries and the EC–UN Joint Migration and Development Initiative; see: UNHCR, Chapter 1: "Cooperation among Key Partners," in "Refugee Protection and Mixed Migration: The 10-Point Plan in Action" (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html. See also: IOM, *Regional Consultative Processes*, webpage, accessible at www.iom.int/cms/rcp.

²⁵ For further information, see: UNHCR, "Italy: Strengthening the Reception Capacity to Handle Migrants Reaching the Island of Lampedusa ('Praesidium Project')," Chapter 4: "Reception Arrangements," in "Refugee Protection and Mixed Migration: The 10-Point Plan in Action" (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html.

Regional Conference in Sana'a in 2008 and chaired by UNHCR and IOM, is another good practice example of cooperation on a regional level.²⁶

Practical tools for protection-sensitive responses to migration challenges

UNHCR's experience highlights the importance of developing practical tools for the implementation of protection-sensitive migration strategies. UNHCR's 10-Point Plan itself was premised on the assumption that the development of doctrine and strategies needs to be supported by operational tools for implementation. The most effective practices across all of the ten action points are highlighted in "The 10-Point Plan in Action" compilation issued in 2011.²⁷ For example, under "Mechanisms for Profiling and Referral" (Point 5 of the 10-Point Plan), UNHCR has developed joint screening forms to facilitate pre-screening and referral of persons arriving as part of mixed movements to differentiated processes and procedures, including in a range of emergencies such as Libya (2011).²⁸

Similarly, UNHCR has proposed a number of practical tools in its efforts to improve responses to distress at sea situations involving refugees, asylum-seekers and migrants: a "Model Framework for Cooperation", mobile protection response teams, and standard operating procedures for shipmasters.²⁹ These tools require further conceptualization and adaptation to specific regions, a process currently being explored in the Caribbean and the Asia-Pacific, amongst others.

4. Challenges identified in carrying out UNHCR work

UNHCR has identified a number of ongoing challenges in carrying out its work.

First, there is a need to secure political willingness and commitment to include protection considerations in migration and development strategies. Given the current global financial crisis and the concurrent rise in anti-foreigner and anti-immigrant sentiment, it remains an ongoing challenge to mainstream protection concerns into the discourse on migration and development, including with regards to forced displacement. Border and security concerns are dominant and often trump protection considerations.

²⁶ The MMTF works to ensure a comprehensive and coordinated response by all concerned stakeholders to the protection and humanitarian needs of refugees, asylum-seekers and migrants arriving on Yemen's shores from the Horn of Africa. For further information, see: "Yemen – Mixed Migration Task Force," available from www.mmyemen.org/home.

²⁷ UNHCR, "Refugee Protection and Mixed Migration: The 10-Point Plan in Action" (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html.

²⁸ For further information and examples, see: UNHCR, Chapter 5: "Mechanisms for Profiling and Referral," in "Refugee Protection and Mixed Migration: The 10-Point Plan in Action," available from www.unhcr.org/refworld/docid/4d9430ea2.html.

²⁹ UNHCR, "Refugees and Asylum-Seekers in Distress at Sea: How best to respond?," Summary Conclusions of the Expert Meeting in Djibouti, 8 to 10 November 2011, available from www.unhcr.org/refworld/docid/4ede0d392.html.

A second critical challenge relates to a number of protection gaps in the migration and development sphere. These are further highlighted in the following section (“Gaps evident within the migration and development sphere”).

Thirdly, UNHCR has encountered a number of operational challenges, including those arising in the context of cooperation between stakeholders. Maintaining capacity remains a key challenge, including funding levels and adequate follow-up on various initiatives and processes. The increasing complexity of human mobility means it can be a challenge for UNHCR and its partners to ensure that existing structures recognize and respond to the diversity of people on the move, address new drivers of displacement and respond to emergencies generating mixed flows.

5. Gaps evident within the migration and development sphere

UNHCR has identified six specific areas where gaps within the migration and development sphere are evident.

Upholding the rights and protecting the welfare of all people in irregular situations

All persons, including migrants, refugees, asylum-seekers, stateless persons and others, regardless of immigration status or nationality, have inherent, inalienable human rights. However, in practice, these rights are not always respected and sufficiently protected. There has been a tendency to criminalize irregular migration, including through more frequent use of detention. Irregular status also exacerbates marginalization and discrimination, and can result in abuse, exploitation and even violence.³⁰ Of serious concern to UNHCR is the detention of asylum-seekers, stateless persons and migrants – sometimes extending to entire families – often without consideration for protection needs, individual circumstances or vulnerabilities.³¹

There is a greater need for strategies and actions addressing persons in irregular situations, based on human rights and protection considerations. As the GMG has noted, protecting these rights is not only a legal obligation; it is also a matter of public interest and is intrinsically linked to human development.³²

³⁰ See, for example, the Singapore Declaration from the Tenth Regional Conference on Migration, Current Perspectives and Strategies in Addressing “Irregular” Migration” (6–7 November 2006, Singapore).

³¹ UNHCR, “Global Roundtable on Alternatives to Detention of Asylum-Seekers, Refugees, Migrants and Stateless Persons: Summary Conclusions” (July 2011), available from www.unhcr.org/refworld/docid/4e315b882.html. See also: UNHCR, *Detention Guidelines: Guidelines on the Applicable Criteria and Standards relating to the Detention of Asylum-Seekers and Alternatives to Detention* (Geneva, UNHCR, 2012), available from www.refworld.org/docid/503489533b8.html.

³² Statement of the Global Migration Group on the Human Rights of Migrants in Irregular Situation, 30 September 2010, available from www.unhcr.org/refworld/docid/4f7157bc2.html.

States have the sovereign right to manage and secure their borders, and to control who enters and resides in their territory. However this right is subject to international norms and standards, including international human rights and refugee law. And indeed, while borders are particularly critical points, “protection-sensitive” approaches to migration are necessary throughout the migration cycle.

Migrants in dire humanitarian situations (“stranded migrants”)

The international community is increasingly concerned about migrants who are trapped outside their country of origin in dire humanitarian conditions and subject to serious threats to their life or integrity. Such threats may arise from natural disaster, conflict and/or violence in their country of destination or transit. Protection and assistance responses are often lacking or insufficient, compounded by the absence or the inadequate implementation of existing norms, obligations or standards.

The Special Representative of the Secretary General for International Migration and Development (SRSG) has launched an initiative to increase awareness about such situations, and to identify challenges and ways to address them based on international law and accepted principles and practices. The initiative focuses on international migrants, whether in a country of transit or destination and irrespective of legal status. There is a specific focus on migrants trapped in dangerous situations due to armed conflict, unrest, generalized violence or natural disaster in their host country; as well as migrants in destination or transit countries who are subject to serious human rights violations and unable to depart. This initiative requires further engagement by relevant stakeholders and may lend itself to being one of the outcomes of the 2013 HLD.

Addressing racism and xenophobia

As global economic conditions have deteriorated, there has been rising xenophobia and racism in many regions. In the wake of economic uncertainty, high unemployment rates and an ongoing financial crisis, those on the margins of society – including migrants in an irregular situation, refugees, asylum-seekers and the stateless – are easy scapegoats.

The recent establishment of the UN Network on Racial Discrimination and Minorities by the Secretary General’s Policy Committee is a welcome development, as it will greatly facilitate collaboration between UN entities, contribute to developing relevant guidance and help to share effective practices to combat racial discrimination and protect minority rights. However, it remains crucial to reaffirm the principles of non-discrimination and tolerance, and to develop further strategies to address xenophobia and racism against non-nationals at the global, regional and national levels, involving a wide set of stakeholders.³³

³³ In countries in which racism, racial discrimination, xenophobia and related intolerance have seriously affected persons of concern to UNHCR, offices on the ground have undertaken various initiatives in line with UNHCR’s note, “Combating Racism, Racial Discrimination, Xenophobia and Related Intolerance through a Strategic Approach.”

Irregular maritime movements

Irregular migration in all regions of the world also takes place at sea. Examples include the movement of Somalis and Ethiopians across the Gulf of Aden, increasing numbers of sea arrivals in Australia, and the outflow of people from North Africa to Europe. These maritime journeys often take place in dangerous conditions. Distress at sea situations are common, raising grave humanitarian concerns for those involved. Due to the lack of search and rescue (SAR) capacity and effective inter-State cooperation and burden sharing to secure disembarkation, the death toll in many regions is high. For example, at least 1,500 people lost their lives attempting to cross the Mediterranean Sea following the Arab Spring and Libyan crisis in 2011. In addition, security and border control objectives may influence a State's preparedness to invest in proper SAR facilities or to allow disembarkation.

Several States and international organizations have developed initiatives to improve responses to distress at sea situations, including UNHCR and the International Maritime Organization (IMO).³⁴ However, this issue would benefit from greater attention from a broader range of actors, with a view to developing comprehensive cooperative approaches including the integration of protection principles.

Climate change, migration and displacement

The exact scope and scale of future migration and displacement as a result of climate change-related events is uncertain; however, it is likely to be significant. The majority of movements are predicted to be internal. However, some international migration and displacement are inevitable and may also increase over time. Climate-related displacement – both internal and external – is likely to take different forms and will require diverse responses at the national, regional and international levels to address the specificities of different situations, guided by international standards and norms.

Various actors have begun to explore this issue, including States³⁵ and UNHCR.³⁶ However, the effects of climate change on migration and development are likely to be a key challenge in years to come. Strategies need to be in place to ensure effective preparedness and response to these predicted challenges.

³⁴ UNHCR, "Refugees and Asylum-Seekers in Distress at Sea: How best to respond?," background paper for the experts' meeting in Djibouti (8–10 November 2011), available from www.unhcr.org/refworld/docid/4ede0d392.html.

³⁵ See particularly the Nansen Principles, adopted at the Nansen Conference on "Climate Change and Displacement" in Oslo on 6 and 7 June 2012, available from www.regjeringen.no/upload/UD/Vedlegg/Hum/nansen_prinsipper.pdf. The Nansen Initiative, launched by the Governments of Norway and Switzerland in October 2012, is a bottom-up, State-owned consultative process with multi-stakeholder involvement to address the challenges of disaster-induced cross-border displacement.

³⁶ UNHCR, Expert Meeting on "Climate Change and Displacement" (22–25 February 2011, Bellagio, Italy), webpage with meeting documents accessible at www.unhcr.org/pages/49e4a5096.html.

Including refugee protection considerations in broader discussions on international migration and development

As highlighted throughout this paper, an overarching core challenge is the need to better mainstream human rights and protection issues into the discussion on migration and development, including in relation to forced displacement. Some considerations include: (a) the way in which failed and flawed development processes contribute to the root causes of forced displacement; (b) the development dimensions and potential of large-scale or protracted refugee populations; and (c) the contribution of refugees to peacebuilding and post-conflict reconstruction.

In addition, the use of migration frameworks as an interim option and a pathway towards a “durable solution”³⁷ for refugees should be more rigorously explored. While the refugee protection regime and labour migration schemes are based on distinct rationales, there are situations where access to migration schemes for refugees could be an effective tool, particularly where solutions for refugees are unavailable or ineffective in host countries, and where a legal status under migration regimes could substantially reduce protection risks and provide access to the labour market, health services and education. Models could build on existing examples in South-east Asia and be based on the ECOWAS framework in West Africa.³⁸

6. Recommendations for the 2013 High-level Dialogue

UNHCR’s recommendations and outputs for the 2013 HLD include the following:

- (a) Given unstable security conditions in several regions, the numbers of asylum-seekers and refugees within mixed movements are likely to remain constant, if not increase. The dual impact of climate change and economic challenges is expected to further contribute towards displacement from insecure areas. The 2013 HLD will thus need to take note of the forced displacement aspects of human mobility, including the protection of persons in need, and the implications for sustainable human development.
- (b) Further, it will be important that outcomes from the 2013 HLD affirm the importance of migration as a tool for sustainable development and economic growth in countries of origin and destination, as a tool for survival and economic betterment, and indeed as an inextricable part of the human condition.

³⁷ This is in addition to the three durable solutions of voluntary repatriation, local integration and resettlement.

³⁸ For further information, see: UNHCR, Chapter 7: “Solutions for Refugees,” in “Refugee Protection and Mixed Migration: The 10-Point Plan in Action” (February 2011), available from www.unhcr.org/refworld/docid/4d9430ea2.html. As mentioned in Section (2) above, UNHCR and ILO co-organized a workshop entitled “Refugees and Labour Mobility” in September 2012, with the support of the Mauritian Chair-in-Office of the 2012 GFMD.

- (c) It will be critical that the HLD underlines the importance of a rights-based and comprehensive approach to migration management, which also addresses the interlinkages between forced displacement and development.

In addition to the concrete work streams identified by the GFMD process, UNHCR believes the HLD should focus on issues such as: the treatment of non-nationals in irregular situations; migrants in dire humanitarian situations (“stranded migrants”); addressing xenophobia and racism; irregular maritime movements, especially distress at sea; climate change, displacement and migration; and forced displacement and refugee protection and development.

CHAPTER

22

**United Nations
Children's Fund**

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UNICEF (or the United Nations Children's Fund)¹, guided by the Convention on the Rights of the Child (CRC), is dedicated to ensuring the rights of all children, adolescents, youth and women, including in the context of migration. As a long-time advocate for children's rights and gender equality, UNICEF works in partnership with governments, local authorities and civil society to promote rights-based policies, capacity development and institution-strengthening. It also supports policies and programmes in the field to address migration and development, as these affect children, adolescents and youth. The situation of the millions of people living outside their countries of birth is complex; they can face significant obstacles to their social inclusion at all stages of the migration process. Globalization and environmental change call for innovative approaches to achieve equity and identify potential opportunities for children, adolescents, youth and women in the context of migration.

UNICEF is currently working in some 63 countries on a variety of migration-related issues that affect equitable outcomes for children, adolescents, youth and women. The Organization monitors human rights and socioeconomic indicators and trends, and works with partners on a wide range of relevant migration and development issues, fostering evidence-based policies and programmes. It is committed to upholding a human rights- and gender-based approach in all of its human development and migration work with GMG partners and country stakeholders.

1. Migration and development activities since the 2006 High-level Dialogue

The 2006 High-level Dialogue and its aftermath

The 2006 HLD recognized the contribution of international migration to the economic and social development of countries of origin and destination and the increased feminization of migration, and called for migration policies that address inequalities, especially those arising from racial and gender discrimination and from entrenched poverty. However, few references were made to children, mostly only in the context of female migration.

¹ The International Children's Emergency Fund was created in December 1946 by the United Nations to provide food, clothing and health care to European children and their mothers who, after World War II, faced famine and disease. In 1953 the Organization became a permanent part of the United Nations and was renamed "United Nations Children's Fund." UNICEF is mandated by the UN General Assembly to advocate for the protection of children's rights, help meet their basic needs and expand their opportunities to reach their full potential. UNICEF is guided by the Convention on the Rights of the Child, which entered into force in September 1990 and is the most widely – and rapidly – ratified human rights treaty in history. The Organization strives to establish children's rights as enduring ethical principles and international standards of behaviour towards children, insisting that the survival, protection and development of children are universal development imperatives that are integral to human progress. UNICEF is active in more than 190 countries and territories. For more information about UNICEF, its history and mission statement, visit www.unicef.org/about/history/index.html and www.unicef.org/about/who/index_mission.html.

Since 2006 UNICEF has: (a) addressed awareness-raising and policy dialogue on migration-related issues; (b) facilitated global and country-level research and analysis; (c) identified critical issues, (d) challenges, opportunities, good practices and lessons learned; and (e) brought human rights and gender to the centre of the migration and development conversation, focusing in particular on the social impact of migration on children, adolescents, youth and women. The Organization has worked to increase the visibility of children and women in migration and development policy discussions, acknowledging that children and women are vulnerable in the context of migration and need special protection, while recognizing them as agents of their own migration.

Gauging the socioeconomic impact of international migration

Between 2006 and 2008, UNICEF research, policy and operational initiatives focused on the broad and multifaceted impact of international migration, especially on children and women left behind. The Organization's global and country-specific policy research in this area yielded evidence of both economic benefits to households and psychosocial and behavioural problems.

In 2006 UNICEF and the UN Special Unit for South–South Cooperation (SU/SSC) embarked on a global study of the social impact of migration and remittances on the human rights and well-being of children, adolescents and women left behind. The first phase comprised a comprehensive global literature review of the impacts of remittances. The second phase focused on developing a survey instrument on migration, to be incorporated into the UNICEF Multiple Indicator Cluster Surveys (MICS), as well as other UN household surveys; sampling recommendations for implementation of a country-level migration survey; and a set of guidelines and instructions for country offices. Four new modules were developed as part of the MICS methodology to gauge the impact of international migration on those left behind in four key areas: life satisfaction, health (non-disease-specific), migration and remittances.

With the support of its country offices, the UN SU/SSC and ILO, UNICEF piloted one of the first survey programmes ever designed to collect data on the impact of migration on the well-being of children left behind in their home countries. The research was carried out in Albania and Ecuador; and the Organization's final report, produced in 2009, indicates that those left behind are affected not only materially but also in psychosocial and other non-material ways.

UNICEF has also provided direct technical assistance to the El Salvador (2008–09) and Morocco (2009–10) Country Offices on survey design and implementation. In the Philippines, UNICEF-led research generated key findings in 2008 about the challenges for children of absent migrant parents, including reduced health-seeking behaviours, reduced insulation from the economic crisis and limited involvement in household decisions, alongside some positive effects. The Philippine initiative also led to major inter-agency policy dialogues supported by UNICEF, including the International

Conference on Gender, Migration and Development (ICGMD) in 2008, which brought together more than 430 participants to look at challenges and opportunities for migrant women and their families.² The conference endorsed the Manila Call to Action,³ which highlights the importance of enhancing opportunities and protecting the rights of migrant women and their families.

UNICEF's Division of Policy and Strategy carried out a study in 2010 entitled "Migration, Development and Children Left Behind: A Multidimensional Perspective,"⁴ which draws on original field research and an extensive review of scholarly and policy studies, to examine how migration affects a society's economic, social, political and cultural characteristics. The study calls for changes in a wide range of policies affecting migration that would result in more accountable, responsive and transparent institutions.

The Organization also supported the development of a social policy training module on migration,⁵ which aims to provide UNICEF staff and partners with a basic grounding in the main concepts and tools necessary for migration policy work at the national and regional levels.

Youth, employment and migration

Since 2007 UNICEF has been active in another initiative related to the socioeconomic impact of international migration: the Thematic Window on Youth, Employment and Migration. This window was created under the MDG-F (MDG Achievement Fund) to promote productive and decent work for young people. As a key partner organization, UNICEF has supported MDG-F joint programmes in 11 countries by providing technical support and funding, and advocating equity- and rights-driven policy frameworks. It also ensures that the joint programmes target areas of critical importance through country-level and needs-based assessments.

UNICEF has also worked jointly with ILO and IOM on the implementation of the Knowledge Management System⁶ of this thematic window of the MDG-F, including through the production of two national studies. In partnership with ILO, UNICEF Philippines and Ecuador prepared two country reports highlighting capacity-building activities and policy innovations in the areas of youth, employment, entrepreneurship, gender and migration. Both reports fed into a global publication on *Youth, Employment and Migration*,⁷ which provides information on the labour market experiences of

² For more details of the ICGMD conference, visit www.icgmd.info.

³ The document "Resolution and Manila Call to Action" is downloadable from www.ilo.org/wcmsp5/groups/public/@asia/@ro-bangkok/@ilo-manila/documents/meetingdocument/wcms_124730.pdf.

⁴ UNICEF – Division of Policy and Practice, *Migration, Development and Children Left Behind: A Multidimensional Perspective*, social and economic policy working paper (New York, UNICEF, 2010), available from www.unicef.org/socialpolicy/files/Postscript_Formatted__Migration_Development_and_Children_Left_Behind.pdf.

⁵ Namely, Module 6: Children and Migration of the "Socio-Economic Policies for Child Rights with Equity" series, available from http://promotingchildrights.org/web/pdf/Module_6.pdf.

⁶ For more information, visit www.mdgfund.org/content/knowledgemanagement.

⁷ The report is available for download from www.mdgfund.org/sites/default/files/YEM_Thematic%20Study.pdf.

adolescents and youth in origin and host countries. Country policy initiatives within the MDG-F framework focus on a variety of issues related, among others, to youth empowerment and employment, economic opportunities for social inclusion, and reducing inequalities for vulnerable populations.⁸

In consultation with ILO, and based on the MDG-F experience, UNICEF's Division of Policy and Strategy will provide field support on strategies and facilities that develop the capacity of line ministries to promote youth employment and entrepreneurship in countries of origin.

Towards a human rights-based and gender-sensitive approach

Since 2008, when UNICEF contributed to the GMG published report entitled *International Migration and Human Rights*, the Organization has progressively promoted a comprehensive human rights-based approach to migration and development policies. This holistic approach addresses the entire migration process and takes into account age, gender and non-discrimination perspectives. Its rationale is that applying human rights standards to both the fundamental causes and impacts of migration may in the long run reduce human rights violations against migrants by reducing their vulnerability.⁹

Over the past few years, UNICEF has promoted this broad approach by collaborating closely with the Office of the High Commissioner for Human Rights (OHCHR) and the former and current Special Rapporteurs on the Human Rights of Migrants. A large body of work¹⁰ has been developed by OHCHR, the Special Rapporteur, the Human Rights Council, UNICEF and civil society partners on the rights of children, adolescents and youth in the context of irregular migration, with a particular focus on the criminalization

⁸ (a) In Albania, UNICEF supported the establishment of three additional Youth Employment Service Centres in the Government-run employment service offices in Elbasan, Fier and Durres, in addition to those established previously in Kukes and Shkodra. (b) UNICEF, ILO, IOM, UNFPA and UNDP have supported the mainstreaming of youth, employment and migration in Ecuador's public policies. UNICEF and ILO produced a report entitled "Youth, Migration and Employment in Ecuador," published in August 2011. (c) UNICEF is supporting MDG-F projects in South Sudan and Sudan. UNICEF Sudan's work is focused on creating opportunities for youth employment for returnees and demobilized soldiers after 21 years of civil war. (d) In China, UNICEF is involved in a MDG-F programme to reduce the vulnerability of young people by increasing access to social services, better implementing existing legislation and improving educational, vocational and life-skills training opportunities. (e) UNICEF, UNFPA, ILO and IOM are partners with the Government of the Philippines in a three-year joint programme, "Alternatives to Migration: Decent jobs for Filipino youth." UNICEF has also supported the development of the Philippine Youth Development Plan 2011–2016. (f) In Costa Rica, the joint programme focuses on young people between the ages of 15 and 24, especially those from rural areas, women and migrants.

⁹ For a detailed discussion of this approach, see: UNICEF – Division of Policy and Practice, *The Rights of Children, Youth and Women in the Context of Migration*, social and economic policy working paper (New York, UNICEF, 2011), available from www.unicef.org/socialpolicy/files/The_Rights_of_Children_Youth_and_Women_in_the_Context_of_Migration_FINAL.pdf, page 11ff.

¹⁰ See, for example: Report of the former Special Rapporteur on the Human Rights of Migrants, Jorge Bustamante, to the Human Rights Council, 14 May 2009 (A/HRC/11/7); and Study of the Office of the United Nations High Commissioner for Human Rights on Challenges and Best Practices in the Implementation of the International Framework for the Protection of the Rights of the Child in the Context of Migration, 5 July 2010 (A/HRC/15/29).

of irregular migrants, economic, social and cultural rights, and tackling racism and xenophobia.

UNICEF has focused on the particular human rights challenges faced throughout the migration process by the most vulnerable among migrants, including irregular migrant children and their families, and unaccompanied and separated migrant children and adolescents. With its partners, UNICEF has produced a series of policy papers and tools on the human rights of migrant children, adolescents and youth.¹¹

Recommendations of the Committee on the Rights of the Child (February 2013)

Among the results of UNICEF's research and advocacy for a human rights-based and gender-sensitive approach is the decision by the Committee on the Rights of the Child (CRC Committee) to dedicate its 2012 Day of General Discussion (DGD) to the theme "The Rights of All Children in the Context of International Migration."¹² At the request of the CRC Committee, UNICEF played a key role ahead of and at the 2012 DGD, including the elaboration of the background paper and contribution of two substantive written submissions.¹³ The 2012 DGD report and recommendations,¹⁴ adopted by the CRC Committee in February 2013, are in many ways the culmination of the work initiated by UNICEF in 2006 and the result of extensive consultation with international organizations, civil society partners and other stakeholders. The CRC Committee's recommendations reiterate the importance for Member States to take into account that children are affected by migration in multiple ways and are very often actors in (and not necessarily victims of) their own migration. Attention should be paid not only to migrant children moving with their families or unaccompanied or separated from them, but to all children in the context of migration, including those left behind by one or both migrant parents and those born to migrant parents in destination countries.¹⁵

The 2012 DGD recommendations stress that the CRC is a powerful tool for advancing the rights of all children in the context of migration. In addition to legislative and policy

¹¹ See, inter alia: UNICEF, (2011). *The Rights of Children, Youth and Women in the Context of Migration*; Technical Note; *Human Rights Standards Relevant to Repatriation Procedures of Unaccompanied and Separated Migrant Children, New York*; *Amicus Curiae* submitted by UNICEF-TACRO to the Inter-American Court of Human Rights, February 2012; *Human Rights of Undocumented Adolescents and Youth*, UNICEF, OHCHR, Prof. François Crépeau (Special Rapporteur on the Human Rights of Migrants), PICUM and National University of Lanús; etc.

¹² More information about the 2012 DGD is available at www2.ohchr.org/english/bodies/crc/discussion2012.htm.

¹³ The titles of the two UNICEF written submissions are: "Access to Civil, Economic and Social Rights for Children in the Context of Irregular Migration and Children in the Context of Migration" and "The Right to Family Life," available from www2.ohchr.org/english/bodies/crc/WSDGD2012.htm.

¹⁴ See: Committee on the Rights of the Child, Report of the 2012 Day of General Discussion: "The Rights of All Children in the Context of International Migration," available at www2.ohchr.org/english/bodies/crc/docs/discussion2012/2012CRC_DGD-Childrens_Rights_InternationalMigration.pdf.

¹⁵ In countries of origin, children unwillingly left behind by migrant parents often lack social protection and experience psychosocial difficulties due to parental absence. In countries of transit and destination, many children cannot access birth registration or education and health-care services, while others are detained alongside adults in inappropriate conditions, subjected to violence and sexual abuse, or put up for adoption after their parents are deported.

reforms, the CRC periodic reporting mechanisms should be actively used by States and civil society to systematically evaluate implementation of the Convention in relation to all children affected by migration. This should include collaboration between children's rights and migrants' rights organizations, and a stronger role for national human rights institutions.¹⁶ Three fundamental tenets should guide actions in this field: (a) non-discrimination,¹⁷ (b) a comprehensive approach that goes beyond categorization,¹⁸ and (c) the principle of the best interests of the child.¹⁹ The CRC Committee's position is particularly forceful on key issues such as, *inter alia*, non-detention of children; access to civil, economic, social, cultural rights and social services; right to family life and family reunification; a need for enhanced access to regular migration channels, and protection from violence, exploitation and abuse.²⁰

UNICEF and OHCHR will support implementation of these recommendations at the country level through legislative reform processes and CRC/CEDAW monitoring and periodic reporting, as well as through strategic alliances with civil society partners at all levels, including in the context of consultations on the post-2015 development framework.

Other rights-based work

UNICEF, in partnership with the Human Rights Centre of the National University of Lanús (Buenos Aires, Argentina), also produced the Human Rights, Children and Migration Database,²¹ which contains a compilation of excerpts from the concluding observations of UN Human Rights Committees related to children, human rights and migration from the past decade (2000–2010).

UNICEF, IOM and UNHCR have formed a tripartite working group to strengthen coordination on the protection of unaccompanied and separated children in mixed migration flows. UNICEF has also provided technical support for the development of the model for the protection of the rights of migrant and unaccompanied repatriated children and adolescents. In 2012 UNICEF and the OHCHR Regional Office for Europe produced a study on the judicial implementation of Article 3 of the CRC in Europe.²² The

¹⁶ As indicated in the Report of the 2012 Day of General Discussion, paragraph 66.

¹⁷ A child is, first and foremost, a child. "States should ensure that the rights enshrined in the convention are guaranteed for all children under a State's jurisdiction, regardless of their own or their parents' migration status and address all violations of those rights." (Ibid., paragraph 57; see also: paragraph 68).

¹⁸ "States should adopt comprehensive human rights-based laws and policies to ensure that all children involved in or affected by international migration enjoy the full protection of the Convention in a timely manner, regardless of age, economic status, documentation status of themselves or their parents, in both voluntary and involuntary migration situations, whether accompanied or unaccompanied, or any other." (Ibid., paragraph 58).

¹⁹ All children in the context of migration, including children accompanied by parents or other legal guardians, must be treated as individual rights-holders. "States should make clear in their legislation, policy, and practice that the principle of the child's best interests takes priority over migration and policy or other administrative considerations." (Ibid., paragraph 73. See also: Ibid., paragraphs 72–74.)

²⁰ Ibid., paragraphs 78-81; 86-88; 83-85; 91; and 82.

²¹ The database can be accessed at www.hrcam.org.

²² The document is available for download from www.statewatch.org/news/2012/nov/rights-the-child-in-europe.pdf.

paper reviews judicial decisions from the Court of Justice of the European Union, the European Court of Human Rights and from selected European national courts, which apply the principle of the best interests of the child to cases involving migrant children in irregular situations, including unaccompanied and separated children.

Gender dimension

The gender dimension of migration and development has been a key element of UNICEF's work since 2006. Migration affects gender equality and the empowerment of girls, adolescents and young women in various ways. It can provide new opportunities to improve their lives and transform oppressive gender relations, but also expose girls and women to new vulnerabilities, and reinforce traditional roles and gender inequalities.

In April 2011 UNICEF produced a report entitled "Adolescents' Rights, Gender and Migration: Challenges for Policymakers," which emphasizes that: (a) policies must rely on consistent data and accurate evaluations, and be adapted to specific contexts, given the heterogeneity of adolescents affected by migration; (b) gender equality and empowerment should be promoted in schooling, health and youth employment, to encourage successful transitions to adulthood for adolescent girls; (c) a lack of information on the causes, composition and trends in international migration persists; (d) policy formulation requires an accurate analysis of the local education and health services, and local labour markets, in areas of high emigration; and (e) policy interventions in developing countries should be directed at all adolescents, not just potential migrants.

Child protection

It is through the human rights and gender-sensitive framework that UNICEF has also advanced its work in analyzing and responding to the overlap between migration, illicit cross-border movement and trafficking. UNICEF has been at the forefront of a UN system-wide campaign for universal ratification and effective implementation of the Optional Protocols on the Sale of Children, Child Prostitution and Child Pornography and on the Involvement of Children in Armed Conflict, undertaken in collaboration with the Special Representatives of the Secretary General on Violence against Children and for Children and Armed Conflict, OHCHR, UN Member States, international organizations and NGOs. It was launched by the UN Secretary General, in May 2010. UNICEF provided technical inputs to the Joint UN Commentary on the 2011 EU Trafficking Directive, together with UNHCR, OHCHR, UNODC, ILO and UN Women, to assist Member States in transposing the directive into national legislation. The commentary provides practical guidance on the application of a human rights-based approach to the implementation of the EU trafficking instrument.

Mainstreaming migration into national development strategies

UNICEF has been an active member of the GMG Working Group on Mainstreaming Migration into National Development Strategies since its inception in 2010. UNICEF participated in the production of the working group's first major publication, *Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners*, in 2010,²³ providing technical inputs to the leading partners, UNDP and IOM. As a practical follow-up to the handbook, UNICEF and its relevant field offices have participated in the Swiss-funded and IOM/UNDP-led pilot initiative in four countries (see also the IOM and UNDP chapters). A second phase of the pilot is currently being developed. The chapter in the handbook on social protection, developed by UNICEF, subsequently served as the basis for migration section of the agency's Social Protection Strategic Framework.²⁴

Progress in influencing the global conversation

As part of its policy guidance to maximize the positive effects of migration and minimize its negative impacts on migrant families and migrant communities in origin and destination countries, UNICEF has formed partnerships with multiple stakeholders, including national governments, UN Country Teams, the GMG and numerous other actors. Significant progress has been made in building capacity of key institutions and providing technical support to country partners and civil society organizations.

UNICEF, alongside civil society organizations and partner agencies, has advocated for greater visibility for children, adolescents and youth, as well as other vulnerable groups such as women and the elderly, in the global conversation about migration and development. Since the 2006 High-level Dialogue (HLD) on International Migration and Development, a number of Member States have recognized the importance of children and migration for their strategic national development planning, for example in Jamaica, where UNICEF Jamaica is a member of the Children and Family Working Group as part of the development of a national policy on international migration; and the Republic of Moldova, which set up a nationwide network of community-based social workers to address the challenges faced by children left behind by migrant parents.

The heightened visibility of children, adolescents and youth in the international migration–development debate is evidenced by the fact that one of the four round tables at the 2013 HLD explicitly addresses the issue of women and children in the context of migration. In line with UNICEF advocacy, a grouping of more than 100 national, regional and international civil society organizations has featured the rights

²³ The handbook is available for download from www.unicef.org/socialpolicy/files/GMG_Mainstreaming_Migration_Handbook_Final_Nov_2010.pdf.

²⁴ The framework document is available for download from www.unicef.org/socialprotection/framework/files/UNICEF_SPSFramework_whole_doc.pdf.

of migrant children and the best interests of the child prominently in its call for a five-year plan on international migration and development.

Filling critical data gaps

A critical barrier for policymakers in the area of migration and development is data scarcity, a gap highlighted at the 2006 HLD. In response to this, and following repeated requests by Member States since 2006, UNICEF has promoted disaggregation by age group and gender in the information-gathering by governments. In close collaboration with partners such as the Population Division of UN DESA and the Special Unit for South–South Cooperation (SU/SSC), UNICEF launched two projects to improve internationally comparable age- and sex-disaggregated data on international migration. The global work on measurement and statistics informs UNICEF's Regional Offices and partners, and helps set national policy goals and priorities that can make children and adolescents more visible.

Since 2008 UNICEF has partnered with UN DESA, SU/SSC and the University of Houston to develop for the first time global estimates of the number of international migrant children and adolescents. As a first step, a database, MigrantInfo,²⁵ was created to include all publicly available data on international migrant stocks, disaggregated by age and sex. This allows users to select the age and gender profiles of international migrants. The database is regularly updated. UNICEF's work on migration statistics has benefited from the collaboration with country offices and has, in turn, provided those at the field level with a range of user-friendly data to support their policy and advocacy work.

In collaboration with UN DESA, UNICEF has taken the lead in developing a common set of indicators for the Migration Profiles,²⁶ allowing comparable indicators on population, development and migration to be presented, facilitating inter-country comparisons and comprehensive assessment of migration and development links. UNICEF and UN DESA plan to release a set of South–South migration estimates, by country of origin and destination, and to develop a series of regional factsheets highlighting issues of equity and human development between countries of origin and destination by migrant age and sex.

Policy issues for the 2013 HLD and the post-2015 agenda

Adolescents and youth

For the last two years, one of the priorities of UNICEF's work in the area of international migration and development has been adolescents and youth. In the first half of 2011,

²⁵ MigrantInfo official website: www.migrantinfo.org.

²⁶ For more information about Migration Profiles and the Common Set of Indicators, visit www.gfmd.org/en/pfp/policy-tools/migration-profiles and <http://esa.un.org/MigGMGProfiles/MPCSI.htm>.

UNICEF leveraged its chairmanship of the GMG to put children, adolescents and youth in the context of migration on the international agenda. It organized the GMG symposium entitled “Migration and Youth: Harnessing opportunities for development” in May 2011 in New York, which had a direct impact on the outcome document of the General Assembly Informal Thematic Debate on International Migration and Development in the same month, through numerous references to child and youth migration issues.

UNICEF also brought adolescents and youth into Member State discussions at the GA informal debate by means of a joint GMG statement²⁷ and a GMG Priorities for Action document.²⁸ The joint statement, delivered on behalf of the 16 GMG Principals by UNICEF’s Executive Director, included a section on the increasing impact of international migration on children, adolescents and young people. The GMG joint statement and the symposium recommendations informed other high-level Member State events throughout 2011, including the General Assembly High-level Meeting on Youth in July 2011 and the thematic meetings, Civil Society Days and concluding debate of the Switzerland GFMD in 2011.

Building on the results of the GMG symposium, UNICEF has collaborated with all GMG member agencies on a milestone joint GMG thematic report entitled “Adolescents, Youth and Migration: Challenges and Opportunities.” UNICEF spearheaded the drafting and editing process of this publication for launching in 2013. The report focuses on the potentially positive impacts that migration could have on youth, as well as their countries of origin and destination. The publication includes perspectives, lessons learned and policy advice from more than a dozen UN agencies and other experts in the field. It is the first of its kind to comprehensively address the multidimensional issue of youth migration and offer practical ideas for all countries to reshape migration policies in such a way as to maximize opportunities and minimize challenges for young migrants.²⁹

²⁷ The joint statement is available at www.globalmigrationgroup.org/uploads/news/2011-symposium/GMG_Statement_GA_Informal_Thematic_Debate.pdf.

²⁸ The document is available at www.globalmigrationgroup.org/uploads/news/2011-symposium/GMG_Call_for_Action.pdf.

²⁹ With its focus on adolescents and youth, the GMG report reveals key issues faced by the 27 million young migrants aged 15 to 24. For example, it points to the sharp disparities between conditions in sending and receiving countries – particularly for education and employment, two of the main drivers of youth migration – and the special risks faced by adolescents and young females when they migrate. It suggests how sending countries could open up more opportunities for youth in rural areas; enter into regional or bilateral agreements to protect young migrants; and create incentives for them to return home with new skills and savings to invest. It points to the opportunity for countries with ageing populations to fill the gap by facilitating youth migration. The report also highlights the growing problem of environmentally driven migration, suggesting strategies for job creation through adaptation in sending countries, and urging destination countries to consider this issue in their migration policies. It suggests changes in current policies and practices that violate young people’s social and cultural rights, particularly migrants under 18, ignoring both the protections to which they are entitled and the long-term impact of practices such as family separation and detention.

Climate change

The relationship between environmental change and migration is complex and mediated by social, economic and political factors. Environmental change can interact with the drivers of migration and exacerbate inequalities. Migration plays a highly important role in the context of social resilience, which has become an essential concept for analyzing people's capacity to manage livelihood-related stress resulting from social, political, economic or environmental changes. The ability or non-ability to cope, adapt or even transform a livelihood base – three core elements of social resilience – is crucial, particularly for children and adolescents. The pressures that sudden environmental changes can place on natural resources and food and water security can intensify existing vulnerabilities, and migration may become one of few options available to people. Children and adolescents are not only more vulnerable to the physical effects of environmental change, but they often lack a voice in the decision to migrate or not.

UNICEF, in partnership with the UNICEF Innocenti Research Centre, the University of Sussex, the Foresight Project on Migration and Global Environmental Change and select UNICEF country offices is currently developing initiatives to promote and protect the rights of children, adolescents and youth affected by environmental change. At the country level, UNICEF Indonesia conducted surveys in 2011 on the probable impact of environmental change on children, under the leadership of the UNICEF East Asia and Pacific Regional Office.

Equity, migration and the post-2015 agenda: The cost of inaction

Migration has a significant potential to diminish inequalities and inequities, both inter- and intra-generational. An equity focus can ensure that individuals have equal access to their rights at all stages of the migration process: it prioritizes the most vulnerable by addressing the human rights of children, adolescents and youth in countries of origin, transit and destination, including their right to development. Migration can make children, adolescents and youth more vulnerable by exposing them to risks such as exploitation, abuse, and other human rights violations. But with appropriate social and economic policies, vulnerable groups can be protected, and migration can expand their capabilities and opportunities for human development.

The rights of these vulnerable groups are often not recognized in destination countries. They may also lack social support and face discrimination and the effects of xenophobia. Children, adolescents and youth left behind are vulnerable to the unintended consequences of their parents' migration. In the case of girls and young women, migration can contribute to their empowerment. But it can also reproduce gender inequities among those left behind, since they are more likely to take on household duties and adult responsibilities.

Migration mediates progress towards the MDGs, but can have mixed results in terms of human development and equity outcomes. For example, while remittances can improve access to health, education and social services (MDGs 2 and 3), the out-migration of health workers and teachers can make it more difficult to turn these improvements into effective human development outcomes. The post-2015 agenda will focus on development issues that are intimately related to migration, either as a cause or as a consequence. So far, however, the debate has not recognized the importance of migration as a driver of either equity or inequities.

2. Support provided to the GFMD

UNICEF has actively participated in and supported all GFMD meetings since 2007 through its involvement with partners at the field and Headquarters level. It has involved its country offices in all the regions where GFMD events have taken place, and tried to ensure regional balance and representation. Key documentation from UNICEF field practice was distributed at all GFMD events to promote evidence-based policy advocacy. Senior management have attended some GFMD sessions and actively supported UNICEF participation in the preparations and round tables of the State-led Forum.

Also since 2007, UNICEF has made a special effort to work systematically with civil society organizations in both the global South and North to promote further visibility of children, adolescent and youth issues at all GFMD events. This has created synergies for follow-up work with civil society partners in countries working on migration and development issues (including with UN Country Teams and IOM). Country and Regional Offices have supported field and headquarters with inputs and advocacy (UNICEF Thailand and Panama Regional Offices) and worked with GFMD Chairs to promote children's rights and gender equality and follow up on GFMD outcomes.

Efforts have been made to implement practical solutions to the challenges of migration for children and women. UNICEF Headquarters and Field Offices in select countries, including the mainstreaming pilot countries (namely, Bangladesh, Jamaica, the Republic of Moldova and Tunisia), have supported a stronger focus on migration and social policy dimensions. Particular emphasis has been placed on vulnerabilities, equity and social services for children and women.

UNICEF and UN DESA have also made available their new estimates of the global stock of international migrant children and adolescents by age and gender to the GFMD as of the Philippines Forum in 2008. This work and the partnership with UN DESA also supported the GFMD ad hoc Working Group on Policy Coherence, Data and Research.

UNICEF has participated in and furnished practical field examples to support all GMG efforts to ensure that sufficient attention is paid to the social policy dimensions of migration. The GMG's collaborative involvement in the GFMD process has reinforced

a common policy perspective premised on a comprehensive rights-based and gender-sensitive approach to human development gains for migrants (especially the most vulnerable, including children, adolescents, youth and women). For example, UNICEF and OHCHR were effective in supporting the GFMD preparatory consultation on irregular migration and human rights in El Salvador in 2011.

Specific inputs to the annual GFMD meetings

At the Brussels GFMD 2007, UNICEF prepared several papers with UNDP for Member States and stakeholders, and collaborated with UN DESA and UNDP on various aspects of the web-based Marketplace event with specific Member States. Jamaica and El Salvador were particularly interested in following up with UNICEF at the country level in the aftermath of that GFMD.³⁰

UNICEF provided inputs to the Manila GFMD 2008, some of which were addressed in the conclusions of the three round tables. UNICEF Philippines also worked closely with the Philippine Government and civil society partners at the country level. For example, UNICEF Philippines, along with some other GMG partners, including ILO, provided financial support for the GFMD Civil Society Days. UNICEF also offered technical support for the development of a National Strategic Plan on Migration and Development in the Philippines. The final report of the Philippines Chair of the 2008 GFMD reflects UNICEF's interest and mandate, calling on stakeholders to promote and "protect the rights of women migrant workers, child migrants, and migrants in irregular situations".

The Athens GFMD 2009 saw discussion of migration issues related to young people, including children left behind, at the Government Meeting and Civil Society Days. UNICEF worked effectively in partnership with various GMG member agencies and civil society organizations to ensure the visibility of migration issues related to young people through a gender and human rights lens. This advocacy by UNICEF with civil society partners continued in subsequent years and may have borne fruit with the statement issued by more than 100 international, regional and national civil society organizations calling for a five-year action plan to emerge from the 2013 HLD, in which they highlight the rights of migrant women and call for mechanisms to consider the best interests of the child in the context of migration, including child rights.³¹

At the Mexico GFMD 2010, UNICEF collaborated closely with the Mexican Chair and institutional partners in Mexico, as well as OHCHR, and for the first time the GFMD Chair invited UNICEF, UN Women and OHCHR to participate in one of the main round tables and give a presentation for discussion by Member States. The Mexico GFMD also saw the launch of the GMG Handbook on *Mainstreaming Migration into Development Planning*, produced with substantial input from UNICEF.

³⁰ Documents from the Brussels GFMD 2007 are available for download from www.gfmd.org/en/docs/brussels-2007.

³¹ The action plan may be downloaded from www.un.org/esa/population/meetings/eleventhcoord2013/Global_Civil_Society_Submission_CM11_15Feb2013.pdf.

The Mexico GFMD explicitly addressed human development and the protection of human rights for all migrants, thereby offering key opportunities for UNICEF and other relevant stakeholders to participate on migration and development issues related to the rights of children, adolescents, women and families. The forum discussed the impact of migration on children and adolescents in-depth for the first time in this State-led process, including unaccompanied children and access to basic services for migrant children.

UNICEF's Mexico Office played a critical role in the GFMD Mexico, and the final proceedings report of the Government Days made numerous references to UNICEF's work in promoting the rights of children left behind and young migrants, regardless of their migratory status.³² The report emphasized "the rights of the child and family reunification as fundamental principles to be included in immigration law."³³ UNICEF's field work in countries such as Mauritania, the Republic of Moldova and Thailand was highlighted at the GFMD Government Days.

For the Switzerland GFMD 2011, UNICEF, in its capacity as the GMG Chair, worked closely with the Swiss Chair-in-Office, who relied on UNICEF and UNESCO throughout the year to coordinate with the GMG and ensure some policy coherence. The Swiss Government requested that UNICEF make high-level technical contributions to four of the thematic workshops organized by the Swiss Chair (in Marseille, New York, San Salvador and Chisinau). The Government of El Salvador worked fruitfully with UNICEF for its workshop in San Salvador on irregular migration.

UNICEF's advocacy efforts and select partnerships with Member States and civil society networks were deemed particularly effective in promoting greater visibility for children and youth within the framework of the GFMD 2011 concluding debate in Geneva. UNICEF partnerships with non-governmental partners ensured that key UNICEF concerns were addressed in the Statement of the 2011 Civil Society Days.³⁴ Indeed, migrant children and families feature prominently throughout this document (for example, access to education and essential health services for migrant children; family migration and children left behind; the right of children to parental care; and criminalization of irregular migrant children).

In 2012 UNICEF was actively involved in the agenda of the Mauritius Chair-in-Office. This involved consultation with field offices in selected countries to ensure effective participation in the work programme of the Forum. At the request of the Mauritius Chair-in-Office, UNICEF made a commitment to work with OHCHR, UN DESA, UN Women, UNDP, IOM and ILO to support three round table sessions; and in collaboration with UN DESA, took the lead in developing a common set of indicators on migration. Among

³² Documents from the Mexico GFMD 2010 are available for download from www.gfmd.org/en/docs/mexico-2010.

³³ The Convention on the Rights of the Child was signed 1989, came into force 1990 and was ratified by 194 countries in 2009. See also the Report of the Proceedings of the Mexico GFMD 2010.

³⁴ GFMD Switzerland (November, 2011) Statement of the 2011 Civil Society Days, available from www.gfmd.org/documents/switzerland/gfmd_swiss11_civil_society_statement_en.pdf.

the Forum's recommendations, were calls for States to recognize the opportunity of the 2013 HLD to integrate migration into the post-2015 development agenda, with particular attention on South–South migration, and to follow up on the links between migration, environmental change and development.

3. Challenges identified in carrying out UNICEF work

While UNICEF has made positive strides on migration and development during the last six years with UNICEF country offices and relevant stakeholders, the Organization's experience in the field of migration and development has met with several challenges:

- (a) *Predictability of funding for child and adolescent migration issues.* Lack of predictable funding affects the delivery of results in the field; only minor financial allocations have reached field offices in the last three-four years, except for the ILO-spearheaded YEM programme.³⁵ The Swiss Government generously allocated seed funds to UNICEF and UNFPA in Tunisia in 2013 for the mainstreaming pilot in that country. This has enhanced UNICEF's effectiveness within the UNDP and IOM-led initiative, and a similar approach could reap dividends in the other three pilot countries where UNICEF is also participating.
- (b) *Need for better migration data.* Despite the advances described above, challenges remain in terms of data on migration flows by age, sex and country of origin, and the magnitude of return and temporary migration. There is also still a need to improve data on the impact of environmental change on migration, and how these effects are mediated by factors such as age, gender, environmental change, and type of migration. Some countries still do not collect, standardize and disseminate data on who migrants are, where they are located, where they came from and when they moved.
- (c) *Improving partnerships and coordination.* Working with other GMG member agencies has revealed some strengths and weaknesses of inter-agency response to migration and development issues. The challenges concern enhancing the existing level of inter-agency collaboration to maximize synergies. UNICEF looks forward to the planned adoption of a common workplan for the GMG, which will have a positive impact on inter-agency cooperation, and, alongside an enhanced funding strategy, would promote a stronger, more responsive and effective GMG that optimizes the use of its assets and comparative expertise in support of country needs and demands. A positive example of collaboration is UNICEF's participation in the World Bank's Global Knowledge Partnership on Migration and Development (KNOMAD). UNICEF will co-chair KNOMAD's Thematic Working Group on Migrant Rights and Social Aspects of Migration.

³⁵ For more information about the programme, download the official brochure from www.ilo.org/manila/whatwedo/publications/WCMS_173279/lang--en/index.htm.

4. Gaps evident within the migration and development sphere

Following are some key gaps identified by UNICEF in the migration and development sphere, which would require the attention of all players at local, national and global levels:

- (a) *Migrants as positive agents of innovation with human rights.* Research on this topic should include working closely with the media to communicate a positive image of migrants.
- (b) *Focus on the most vulnerable.* Policies and practices on the ground need to be comprehensive and address the particular vulnerabilities of those most affected by international migration – including children and adolescents – while recognizing that migration can be an empowering experience for them.
- (c) *Migration data gaps.* UNICEF has worked effectively with the GMG working group on Research and Data, led by IOM and UN DESA, and has also committed to work with IOM and UN DESA on the proposed *Handbook on Improving Data on Migration and Development: A GMG Guide*.
- (d) *South–South migration.* The development implications of South–South migration, especially from and to middle-income countries, have been under-researched and not fully understood. The GMG could play a useful role by elaborating on these implications for stakeholders in the global South.
- (e) *Environmental deterioration, climate change and migration.* Not enough research and policy work has been done to assess the impacts of climate change and environmental degradation on migration and vulnerable populations, in particular, children, adolescents and youth.
- (f) *Local authorities and migration.* Local authorities are often responsible for providing social services key to migrant integration, such as education, health care and social protection. The migration and development dialogue would need to actively engage local authorities in finding innovative ways to address the developmental needs of the most vulnerable populations affected by migration, such as children, adolescents, youth and women.
- (g) *Global governance of international migration.* The international community has made some progress since 2006 in this regard, especially thanks to the GFMD and regional consultative processes. Further inter-agency cooperation among GMG members is required to: (a) create a common advocacy platform and more solid consensus; (b) identify critical issues, opportunities, challenges, weaknesses, gaps and best practices in relation to international migration and development; (c) achieve practical impacts at the field level; (d) act on the UN

System Task Team's highlighting of migration, including South–South migration, as one of the key issues to be considered in efforts to promote inclusive, people-centred sustainable development in the framework of the post-2015 agenda; and encourage further participation of relevant stakeholders in migration policy dialogue and programmes.

5. Recommendations for the 2013 High-level Dialogue

Content recommendations and outcomes

The 2013 HLD should lead to concrete outcomes. The HLD should revolve around a very limited number of themes that respond to the needs and interests of Member States in maximizing the benefits of migration while minimizing its associated costs.

The HLD should conclude with a strong consensus around one key message: migration can only lead to development when the human rights of all those affected by migration are respected, protected and realized. Linked to this strengthened human rights- and gender-based approach, the HLD could address vulnerabilities, discrimination, inequity and access to social services, especially for vulnerable groups such as children, adolescents, youth, women and the elderly.

The GMG and the UN system could contribute to this objective by focusing on the areas where it has a comparative advantage and can be most effective. The HLD could, for example, agree on a basic set of core normative standards and messages on ethical issues that would prompt Member States to uphold the rights of the most vulnerable migrants, including children, adolescents, youth, women and the elderly. There should also be a renewed focus on changing public perceptions of migration and migrants through close collaboration with the media, educational institutions, young people and women.

With regard to the GFMD, the HLD should impress upon Member States that the discussion of migration and development is changing rapidly and will be shaped differently in the next decade: in part by the growth of South–South migration and the increasing relevance of emerging economies. Despite considerable progress made by the GMG there is still a long way to go in terms of inter-agency coordination.

Process recommendations and outcomes

The HLD should aim for the following practical outcomes at the process level:

- (a) *Stronger, meaningful participation of all relevant stakeholders at all stages of the migration and development policymaking process.* This involves ensuring the active participation of the most vulnerable, such as children, adolescents, youth, women and the elderly affected by migration.

- (b) *A robust inter-agency mechanism on international migration post-2013.* The agreed reforms to the GMG (as suggested in the Draft Internal GMG Discussion Paper prepared by the UNICEF and UNESCO Chairs in 2011) should strengthen the GMG's capacities to fulfill this role. Negotiations with Member States by some GMG members need to be more transparent, and no side events should be planned for the HLD without the full participation of GMG members. UN agencies and IOM need to focus on two or three critical social policy themes, including human rights.
- (c) *More robust institutionalization of the GMG Data and Research Working Group.* This should be accompanied by practical joint initiatives with members of the GMG and the World Bank's KNOMAD. This group should be given a chance to evolve beyond small, ad hoc projects.
- (d) *A work stream on human rights and migration,* for example highlighting youth, children and gender concerns, needs to be established.
- (e) *Innovative, inter-agency, results-oriented GMG initiatives at the field level.* A GMG focus on post-2015 priorities could galvanize initiatives and give more concrete focus to mainstreaming, including sustainability.
- (f) *A more coherent and sustained approach with civil society towards 2013.* The GMG must play a role in supporting greater involvement by field-based civil society and grassroots organizations.
- (g) *Practical, field-based human rights initiatives.* These could involve different stakeholders, such as GMG agencies, Member States, national human rights institutions, academia, civil society and grassroots organizations (including the private sector, diasporas and social networks), and provide policy insights for Member States.
- (h) *A more predictable funding mechanism.* A burden-sharing arrangement should be adopted to sustain a small permanent secretariat under a GMG umbrella, so that the agencies can focus more on substantive tasks.
- (i) *Joint funding.* It is critical to the sustainability and policy relevance of the GMG for these to be established and made available for the UN family, and IOM and the World Bank.
- (j) *A side event at the HLD.* The GMG could organize this event on the theme of upholding the rights of all those affected by migration within the context of the post-2015 development framework.

CHAPTER

23

**United Nations Institute
for Training and
Research**



unitar

United Nations Institute for Training and Research

United Nations Institute for Training and Research

The UN Institute for Training and Research (UNITAR)¹ is a training arm of the UN system. It has provided capacity development opportunities for Member States in the field of international migration since the late 1990s, spearheading the first inter-agency training task force in developing regions, leading to the eventual establishment of a number of regional consultative processes (RCPs); launching the migration and development policy seminar series at the UN Headquarters in New York in 2006 through which hundreds of government delegates are trained annually; and contributing substantively to many international processes, including the Global Commission on International Migration, and since 2007, the GFMD. It also co-facilitates the GMG Task Force on Capacity Development with IOM.

1. Migration and development activities since the 2006 High-level Dialogue

Despite their responsibilities in negotiating what at the time was an annual UN General Assembly resolution on migration and development, government delegates in New York had little support in learning and exchanging information on this subject with experts and among themselves prior to 2006. In 2006 UNITAR began to implement the Migration and Development Seminar Series at the United Nations. The series has been funded by the MacArthur Foundation, and also supported by UNFPA and IOM.

Since 2006 the Migration and Development Seminar Series has: (a) imparted knowledge to thousands of diplomats and other migration stakeholders; (b) served as a networking hub for policymakers; provided the opportunity for non-governmental actors to have access to discussions and deliberations; (c) instructed government representatives in the context of intergovernmental deliberations on migration and development at the United Nations and elsewhere; (d) enabled governments, in particular those which have chaired the GFMD, to use this platform to impart knowledge on the Forum and to receive feedback from constituents; and (e) amassed a significant body of knowledge, which is accessible to a larger public on the UNITAR website.

In 2007 UNITAR began to implement the International Migration Law Course (IML) at the United Nations. Annually, 30 to 40 diplomats are certified in IML. Experts who serve as resource persons for IML come from the range of relevant fields, which include migration, refugee, human rights, humanitarian and maritime law. IOM co-implements the course, and the MacArthur Foundation has supported it.

¹ UNITAR was established as an autonomous body within the UN system in 1965, and is governed by a Board of Trustees and headed by an Executive Director. The mission of UNITAR is to deliver innovative training and conduct research on knowledge systems to develop capacities of beneficiaries in the fields of environment; peace, security and diplomacy; and governance. It currently serves some 27,000 beneficiaries annually by conducting more than 400 capacity development and research activities around the world. Further information about the Institute is available at www.unitar.org/the-institute.

Through its Human Mobility Programme, UNITAR seeks, among others, to strengthen local governance in the field of migration. In 2012 the Learning Platform on Human Mobility (LPHM) was launched. Co-founded and co-developed with the Government of Flanders and the City of Antwerp, the LPHM is a global platform dedicated to strengthening the capacities of local and regional leaders to address migration and human mobility challenges through a prestigious, hybrid curriculum of “face2face” and online learning developed with pre-eminent experts in the field. The first LPHM course, “Addressing public perceptions of migrants, mastering communication strategies and partnering with the media,” took place on 15–16 May 2013, followed by courses on marginalization and migrant youth in October 2013, and entrepreneurship and migrant communities in November 2013.

Through 2015, the LPHM will deliver capacity development to hundreds of local and regional government officials globally; develop an online community of practice and support; build a body of knowledge accessible to a larger public in both in-class and online forms; share valued insights with different levels of governance, including, but not limited to intergovernmental forums such as the GFMD. Further, it will work in parallel with these, drawing from relevant regional and international networks such as the UNITAR–CIFAL Network (see below), EuroCities, Cities of Migration, the EC-UN Joint Migration and Development Initiative (JMDI) and the International Metropolis Project.²

2. Support provided to the Global Forum on Migration and Development

In collaboration with its partners, UNITAR has supported the GFMD process by formally lending its UN-based platform for (prior and post) information-sharing on the GFMD since the first GFMD hosted by Belgium in 2007. The Institute has shared the (annual) body of knowledge accumulated with GFMD Chairs.

In addition, UNITAR staff served on the advisory body for the Civil Society Days in 2009 and has contributed informally to civil society organization inputs within the GFMD since 2007.

3. Identified good practices

One good practice has been to maintain open channels of communication with Member States, in particular developing country representatives, who often do not have the same levels of material support to familiarize themselves with this policy area. Before the establishment of the Migration and Development Seminar Series, there was no outlet for informal policy discussions among policymakers and other

² Visit www.unitar.org/human-mobility-programme for more information.

migration stakeholders on this issue at the United Nations. It is evident that such an outlet has served to share knowledge, and, just as importantly, to connect players, introduce emerging issues and push collective thinking.

A second good practice has been to focus on proper needs assessments, which can and have emerged from open discussions on areas of differing competence among and across countries. Many of the seminars in the Migration and Development Seminar Series have led to more precise, detailed and demand-driven capacity development courses, including in the fields of environmental change, humanitarian disaster and data-gathering.

A third good practice has been to support individual champions who have shaped policy advancement in this field. As many of the same government representatives participate in the migration seminars over a two- to three-year period (and receive certification in the IML course), during which they receive an induction in migration policy and practice. A number (from Ecuador, Haiti, Niger and the Philippines, for example) have gone on to serve as migration experts in their respective countries, and as lead facilitators in intergovernmental negotiations in this field.

4. Challenges identified in carrying out UNITAR work

As the world becomes more reliant on new technologies for imparting knowledge, it is important that the United Nations offer more opportunities for online and blended learning. The LPHM courses represent for UNITAR a first example of blended learning in this field and will draw both from the Institute's extensive e-learning catalogue³ and its "City Share" methodologies. Much more work needs to be done through the United Nations to update instructional methodologies and to integrate the conceptualization and delivery of capacity development at all levels of governance.

5. Gaps evident within the migration and development sphere

One gap, as argued in the 2009 Human Development Report of UNDP, is that migration and development must look at internal dimensions. This is particularly relevant as we bring to the fore new, and, in many cases natural, partners such as local and regional authorities (LRAs) and civil society organizations (see below).

³ Visit www.unitar.org/event/elearning for more information.

6. Recommendations for the 2013 High-level Dialogue

- (a) Effective capacity development is central to strengthening States' ability to address governance challenges. However, in the migration field as in others, there exists a glaring inability to demonstrate the results and to analyse the full impact of capacity-building programmes because of the lack of systemic measurement of results of learning interventions. The link between learning outcomes and development goals is often weak, and the chain of results not well articulated. The United Nations must work to ensure professionalized capacity development planning, design, delivery and monitoring and evaluation.

Effective capacity development: (i) is founded on demand-driven approaches; (ii) requires early needs assessment (and consultation with stakeholders); (iii) is dependent on explicit qualitative and quantitative learning objectives; (iv) works best with blended training methodologies and through innovative support and knowledge tools; and (v) can only be evaluated through sophisticated means of monitoring and evaluation.

- (b) As epicentres of human mobility, with more migrants expected to arrive in city centres in the next 30 years than ever before, a greater focus is required on the role and support of LRAs in promoting integration and social cohesion through thoughtful urban planning and effective provision of basic services, among others. LRAs are best positioned to address important migration-related challenges including those pertaining to: (i) social cohesion and adapting to change; (ii) economic growth and entrepreneurship; (iii) human security; (iv) environmental change; (v) access to health services; and (vi) youth empowerment.

A City's "body language" can have a determining influence on successful efforts at inclusion. LRAs must work on how to develop neighbourhoods in which migrants are ensured access to what is needed to prosper, for example, adequate and appropriate housing, viable schools, actualized enfranchisement, employment opportunities, among others. If designed with demographic needs in mind – incorporating local talent and interests – such services are more likely to yield results.

- (c) There is a need to better understand the impacts of CSOs' contributions to migration policymaking, and to ensure their effective inclusion in intergovernmental forums. Indeed, until recently, CSOs broadly defined as non-governmental organizations, diaspora groups, religious institutions, trade unions, advocacy groups, among others, have had a relatively limited role in influencing the policy debate due to the nature of international migration and of policy networks in this field. However, more recently "state partnerships with CSOs ... [have become] known to infuse policy debates with new perspectives and critical on-the-ground knowledge of

what migrants need and want...”⁴ CSOs can also use soft power to impose “moral authority” and play an important implementation and monitoring role.

In line with the priorities outlined above, the GMG has established the Task Force on Capacity Development, co-facilitated by IOM and UNITAR, whose objectives through 2014 include to: (a) act as the GMG focal point for activities related to capacity development, collecting and disseminating current GMG capacity development activities within the GMG and to the wider public; (b) promote good practices in the area of effective learning and knowledge management (including needs assessments and evaluations) and their application to capacity development activities undertaken within the context of the GMG Multi-Annual Work Plan, and where relevant, relating to the actualization of GFMD recommendations; (c) deliver joint GMG capacity development products in conjunction with the other working groups and task forces, and building on priorities identified within the GFMD process; and (d) build and support a network of institutional partners including (migration-dedicated and non-migration-dedicated) national and regional training centres in the field of migration and development in the post-2015 context.

⁴ N. Banulescu-Bogdan, *The Role of Civil Society in the EU's Migration Policy: Perspectives on the EU's Engagement in its Neighbourhood* (Washington, D.C., Migration Policy Institute, 2011), available from www.migrationpolicy.org/pubs/eucivilsociety.pdf.

CHAPTER

24

**United Nations Office
on Drugs and Crime**



UNODC

United Nations Office on Drugs and Crime

United Nations Office on Drugs and Crime

The UN Office on Drugs and Crime (UNODC)¹ is the central UN office responsible for drug control and crime prevention, and is a member of the UN Development Group. The Organization's major engagement with migration and human mobility is through its role as guardian of the UN Convention against Transnational Organized Crime and its supplementing Protocols on Trafficking in Persons and Smuggling of Migrants.² It is mandated to assist Member States in their efforts to effectively implement the two protocols and adequately respond to the crimes of trafficking in persons and smuggling of migrants.

UNODC has long been concerned with the linkages between human trafficking, migrant smuggling, migration, development and gender. Human traffickers and smugglers thrive in contexts where social and economic vulnerability is high. The consequences of these crimes for development are severe and involve heavy human, social and economic costs to victims, irregular migrants and their communities. Local development measures are key to lowering the social and economic vulnerabilities underlying human trafficking and migrant smuggling. Equally important are the criminal justice responses to these crimes, specifically, the prevention and prosecution of the crimes, the protection of the victims and cooperation to facilitate dialogue and coordinate responses. UNODC takes the lead in coordinating and strengthening these actions nationally, bilaterally and globally.

1. Migration and development activities since the 2006 High-level Dialogue

UNODC's anti-human trafficking and anti-smuggling of migrants programmes since 2006 have continued to follow a strategic "4 P's" approach consisting of: prevention, prosecution, protection and the development of multi-stakeholder partnerships. This has included, in particular: (a) assisting Member States in the ratification, and the full and effective implementation of the Trafficking in Persons and Smuggling of Migrants Protocols, at the policy level and through the delivery of technical assistance; (b) research and awareness-raising; and (c) strengthening of partnerships and coordination with other international actors at both policy and operational levels. Related capacity-building activities concern legislative assistance, strategic planning

¹ UNODC was established in 1997 as the Office for Drug Control and Crime Prevention through a merger between the United Nations International Drug Control Programme (UNDCP) and the Centre for International Crime Prevention. It was renamed the United Nations Office on Drugs and Crime in 2002.

² The UN Convention against Transnational Organized Crime is accessible from www.unodc.org/unodc/en/treaties/CTOC/index.html; the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (or, simply, the Trafficking in Persons Protocol), from www.uncjin.org/Documents/Conventions/dcatoc/final_documents_2/convention_%20traff_eng.pdf; and the Protocol against the Smuggling of Migrants by Land, Sea and Air (Smuggling of Migrants Protocol), from www.unodc.org/documents/eastasiaandpacific/2011/04/som-indonesia/convention_smug_eng.pdf.

and policy development, criminal justice responses and protection and support to victims of trafficking and smuggled migrants.

Legislative assistance

Since 2006 UNODC has supported Member States in their efforts to review, adopt and/or amend national legislation to reflect the full range of obligations arising from the Trafficking in Persons and Smuggling of Migrants Protocols, including those related to the impact of the two crimes on migration and development. In support of direct assistance, UNODC has disseminated 18 specialized technical assistance tools, some for specific regions and countries. These include: the Model Law against Trafficking in Persons³ (2009); the Model Law against the Smuggling of Migrants⁴ (2010); *Combating Trafficking in Persons: A Handbook for Parliamentarians* (2009);⁵ and *Combating trafficking in persons in accordance with the principles of Islamic law* (2010)⁶, the first global text on the matter.⁷

Strategic Planning and Policy Development - Since 2006 UNODC has supported Member States in developing and enacting comprehensive policies and action plans to adequately respond to the crimes of trafficking in persons and smuggling of migrants. The Office has developed tools such as the International Frameworks for Action to implement the Trafficking in Persons Protocol (2009)⁸ and the Smuggling of Migrants Protocol (2011)⁹, which assist Member States and non-state actors in identifying and addressing gaps in their respective responses. Both frameworks for action describe practical measures to implement each specific requirement of the Protocols. For example:

The Framework for Action to implement the Smuggling of Migrants Protocol notes the requirement under the Protocol to ensure that measures taken to address migrant smuggling do not result in discrimination of migrants, as enshrined in numerous international human rights instruments.¹⁰ It outlines specific measures that Member States can take, including building capacity of criminal justice systems in non-

³ The handbook may be downloaded from www.unodc.org/documents/human-trafficking/Model_Law_against_TIP.pdf.

⁴ www.unodc.org/documents/human-trafficking/Model_Law_Smuggling_of_Migrants_10-52715_Ebook.pdf.

⁵ The handbook may be downloaded from www.unodc.org/documents/human-trafficking/UN_Handbook_engl_core_low.pdf.

⁶ The publication is available at www.unodc.org/documents/human-trafficking/Islamic_Law_TIP_English_ebook_V0985841.pdf.

⁷ The Model Laws, for example, contain concrete guidance on how to legislatively protect the rights of irregular migrants (specifically trafficked persons and smuggled migrants), to provide for access to justice and assistance, and how to respond to issues of return and repatriation.

⁸ The protocol may be downloaded from www.unodc.org/documents/human-trafficking/Framework_for_Action_TIP.pdf.

⁹ The protocol may be downloaded from www.unodc.org/documents/human-trafficking/Migrant-Smuggling/Framework_for_Action_Smuggling_of_Migrants.pdf.

¹⁰ The Frameworks are built upon a human rights-based approach, emphasizing that respecting the human rights of migrants, irrespective of their immigration status, is a means by which the crimes of human trafficking and smuggling of migrants can be best prevented and combated.

discrimination, amending the mandate of anti-discrimination institutions to specifically monitor discrimination against smuggled migrants, and promoting independent monitoring and evaluation of the treatment of smuggled migrants.

Criminal Justice Responses - UNODC provides specialized training to personnel, such as, among others, the police, border agents, judges and civil society workers, to strengthen criminal justice responses to trafficking in persons and smuggling of migrants, and to ensure protection and assistance to trafficked persons, as well as protection of the rights of smuggled migrants. Between 2006 and 2013, UNODC assisted 69 countries with in-depth training of more than 1,500 criminal justice practitioners and government officials. From this experience, UNODC has developed the *Anti-Human Trafficking Manual for Criminal Justice Practitioners*¹¹ (2009) and the *In-depth Training Manual on Investigating and Prosecuting the Smuggling of Migrants*¹² (2011), with modules addressing all aspects of anti-trafficking in persons and anti-smuggling of migrants in a consistent and holistic approach. For example:

- (a) All technical and skills-based modules of the Manual on Investigating and Prosecuting the Smuggling of Migrants stress that the target of migrant smuggling investigations and prosecutions are the smuggler(s), not the migrants; that migrants should not be criminalized for being smuggled; and that States should protect migrants from violence and assist those whose lives or safety are endangered.
- (b) Similarly, modules of the Anti-Human Trafficking Manual provide practical guidance to enable cooperation among officials of different States in carrying out investigations and prosecutions, as well as information-sharing, to help dismantle the organized crime networks which operate beyond national borders.

Victim Protection and Support - Trafficked persons and smuggled migrants often do not have regular residence status in the country of destination, and thus in many cases fear reporting any crime or otherwise coming into contact with the authorities. Additionally, the failure to identify trafficked persons, for example by State actors, continues to greatly hamper efforts in anti-trafficking in persons. UNODC has continued its longstanding support to Member States in their efforts to develop or strengthen mechanisms to improve the identification of victims of human trafficking or victims among smuggled migrants, to take into account the needs of the most vulnerable, such as women and children and refugees, and to offer them appropriate protection and assistance. In 2010 the UN Voluntary Trust Fund for Victims of Trafficking in Persons was established by the UN General Assembly, with UNODC appointed as Fund Manager.

¹¹ The manual may be downloaded from www.unodc.org/unodc/en/human-trafficking/2009/anti-human-trafficking-manual.html.

¹² The manual is available from www.unodc.org/documents/human-trafficking/Migrant-Smuggling/In-Depth_Training_Manual_SOM_en_wide_use.pdf.

The aim of the Trust Fund is to provide tangible humanitarian, legal and financial aid to victims of trafficking in persons through established channels of assistance, such as governmental, inter-governmental and non-governmental organizations. In 2011 UNODC developed the Human Trafficking First Aid Kit¹³ for front-line responders to ensure that those most likely to make first contact with trafficked persons are trained to take the vital steps to protect victims and catch the criminals involved.¹⁴ In 2011 UNODC published the Victim Translation Assistance Tool¹⁵, a unique tool using audio messages in 40 languages that allows law enforcement officials to provide a level of basic assistance to victims of human trafficking.

Data Collection and Research - Trafficking in persons and smuggling of migrants are, by their nature, most often related to irregular migration. To better tackle these crimes, it is essential to understand the trafficking and smuggling flows and patterns worldwide. In 2009 UNODC published a Global Report on Trafficking in Persons,¹⁶ which offers an unprecedented view of the available information on the state of the world's response to trafficking in persons. In 2010 UNODC was mandated by the General Assembly to report biennially on patterns and flows of trafficking in persons at the national, regional and international levels, and share best practices and lessons learned from various initiatives and mechanisms. The first biennial Global Report on Trafficking in Persons (2012)¹⁷ is based on the profiles of 55,000 victims and 50,000 offenders identified by local authorities between 2007 and 2010 in 132 countries around the world. It sheds light on the myriads of trafficking flows worldwide and, for example, estimates that between 2007 and 2010, 73 per cent of victims detected worldwide were trafficked across borders.

UNODC also regularly publishes issues papers on targeted elements of the fight against trafficking in persons and smuggling of migrants, to support Member States and all partners in combatting these crimes. It has recently published, among others, issues papers on "Transnational Organized Crime in the Fishing Industry" (including human trafficking and migrant smuggling) (2011),¹⁸ "Migrant Smuggling by Air" (2010),¹⁹ and "Migrant Smuggling by Sea" (2011).²⁰

¹³ The Human Trafficking First Aid Kit may be downloaded from www.unodc.org/unodc/en/human-trafficking/2011/first-aid-kit.html.

¹⁴ These include: to identify human trafficking; to stabilize and control the human trafficking situation; and to prepare victims and pass information on to investigators. First responders, such as law enforcement officers, are often the victim's only chance to escape exploitation and access justice and protection services.

¹⁵ The Victim Translation Assistance Tool may be downloaded from www.ungift.org/knowledgehub/en/tools/vita.html.

¹⁶ The 2009 report is available from www.unodc.org/documents/human-trafficking/Global_Report_on_TIP.pdf.

¹⁷ The 2012 report is available from www.unodc.org/documents/data-and-analysis/glotip/Trafficking_in_Persons_2012_web.pdf.

¹⁸ The paper may be downloaded from www.unodc.org/documents/human-trafficking/Issue_Paper_-_TOC_in_the_Fishing_Industry.pdf.

¹⁹ The paper may be downloaded from www.unodc.org/documents/human-trafficking/Migrant-Smuggling/Issue-Papers/Issue_Paper_-_Migrant_Smuggling_by_Air.pdf.

²⁰ The paper may be downloaded from www.unodc.org/documents/human-trafficking/Migrant-Smuggling/Issue-Papers/Issue_Paper_-_Smuggling_of_Migrants_by_Sea.pdf.

Prevention and Awareness-Raising - UNODC has sought to promote safe migration and decent work by developing two technical training films for practitioners in combating human trafficking and migrant smuggling: “Affected for Life” (2009)²¹ and “Ways and Means” (2012).²² The primary purpose of the films is to raise awareness of the devastating impact of trafficking in persons and smuggling of migrants on vulnerable people searching for a better life abroad, and to sensitize those who can positively respond to such crimes. In 2009 UNODC launched the global awareness initiative, the Blue Heart Campaign against Human Trafficking, to inspire and mobilize support for action against human trafficking by international organizations, governments, civil society, the private sector and individuals. A number of countries have subsequently adopted the Blue Heart Campaign as their official human trafficking prevention campaign. National high-profile campaigns have been conducted in Mexico, Serbia and Spain, in 2010 and 2011.

Strengthening of Partnerships and Coordination - Since 2006 UNODC has played a leading role in ensuring coordination and building effective partnerships to counter trafficking in persons and smuggling of migrants. UNODC works to ensure efficient coordination at the UN level, through the Inter-Agency Coordination Group against Trafficking in Persons (ICAT, established in 2007),²³ the UN Global Initiative to Fight Human Trafficking (UN.GIFT, launched in 2007),²⁴ as well as the Global Migration Group (GMG). UNODC and UN.GIFT have developed broader cooperation and partnerships with the larger international community, including through civil society and the private sector. UNODC has also elaborated a number of bilateral agreements with other institutions.

UNODC is responsible for coordinating the activities of ICAT, which, in 2012, decided to publish five policy papers over the course of 2012 and 2013 that examine critical challenges in the fight against trafficking in persons in the coming decade. The first policy paper, addressing “The International Legal Frameworks concerning Trafficking in Persons,”²⁵ was published in October 2012. The remaining four policy papers will be published in 2013 and will cover: (a) preventing trafficking in persons by addressing demand; (b) evaluating anti-trafficking responses; (c) preventing trafficking in persons by addressing vulnerabilities; and (d) providing effective remedies for trafficked persons.

²¹ The film may be viewed at www.unodc.org/unodc/en/human-trafficking/2009/affected-for-life.html.

²² The film may be viewed at www.unodc.org/unodc/multimedia.html?vf=/documents/video/2011/Ways_and_Means_60_sec_clip_English.flv.

²³ For more information about ICAT, visit www.ungift.org/knowledgehub/en/icat/about.html.

²⁴ For more information about UN.GIFT, visit www.ungift.org/knowledgehub/en/about/index.html

²⁵ The policy paper may be downloaded from www.ungift.org/doc/knowledgehub/resource-centre/ICAT/ICAT_Policy_Paper_1_The_International_Legal_Instruments.pdf.

2. Support provided to the Global Forum on Migration and Development

Together with sister members of the GMG, UNODC has assisted the GFMD in organizing meetings, implementing activities, taking forward GFMD outcomes, and participating in debates, meetings and round tables. For example, UNODC played an advisory role for Round table 1, entitled “Human Capital Development and Labour Mobility: Maximizing Opportunities and Minimizing Risks,” at the first GFMD Summit in Brussels in July 2007, and also contributed to specific technical background papers for the GFMD 2008 Meeting in Manila in October 2008.

UNODC contributes to the joint statements delivered each year at the GFMD Summit meetings by the GMG. In its capacity as the GMG Chair in the second half of 2012, UNODC delivered a joint statement on behalf of the Group at the sixth GFMD, held in Mauritius in November 2012, entitled “Combating Violence against Migrants, Migrant Workers and their Families.”

3. Identified good practices

Based on its experience, UNODC continues to identify better and promising practices to effectively combat human trafficking and smuggling of migrants, built upon the following principles:

Human rights-based approach

The human rights of trafficked persons and smuggled migrants should be at the centre of all efforts to prevent and combat both crimes and to protect, assist and provide redress to victims of trafficking and smuggled migrants. A human rights-based approach is, for example, reflected throughout the Anti-Human Trafficking Manual for Criminal Justice Practitioners (2009), developed by UNODC to address each phase of the criminal justice response to trafficking in persons. Similarly, Module 9 of the Basic Training Manual on Investigating and Prosecuting the Smuggling of Migrants²⁶ (2010) is dedicated to the consideration of human rights issues when investigating and prosecuting the smuggling of migrants.

Victim-centred approach. A multifaceted assistance response to victims of human trafficking can help reduce trauma, stigmatization and discrimination, and should include, among others, medical, legal, material, psychological and language assistance. The first initiative of the UN Voluntary Trust Fund for Victims of Human Trafficking managed by UNODC – the 2011 Small Grants Facility – enabled grassroots NGOs in 11 countries to provide direct and tangible support to victims of human trafficking. A

²⁶ The manual is available for download from www.unodc.org/unodc/en/human-trafficking/migrant-smuggling/electronic-basic-training-manual-on-investigating-and-prosecuting-smuggling-of-migrants.html.

victim-centred approach is also reflected in the capacity-building technical assistance by UNODC, for example, through training that addresses the needs of trafficking victims in criminal justice proceedings, assistance to victim-witnesses, and victims' right to compensation. Similarly, persons who are the object of migrant smuggling should not only have their rights protected but should also be assisted when their life and safety are endangered.²⁷

Gender- and age-sensitive approach - The specific vulnerabilities of women and children need to be addressed to combat both trafficking in persons and smuggling of migrants. A gender- and age-sensitive approach empowers trafficking victims and smuggled migrants to assist the criminal justice process, access information and remedies and protect their human rights. The UNODC Victim Translation Assistance Tool (2011) contains a set of basic audio messages and questions in 40 languages that provide potential victims of human trafficking with initial information and assistance. The messages differ depending on whether they are addressed to a woman, man or child. The Anti-Human Trafficking Manual dedicates a technical module and materials to interviewing child victims, separate from general training on interviewing of victims. Likewise, UNODC has developed tailored material and corresponding training curricula to urge States to take into account the special needs of women and children and other vulnerable persons.

Evidence-based approach - Effective data collection and research should underpin all responses, which, in turn, should be constantly evaluated and revised based on changed circumstances and measurements of effectiveness. The findings of the UNODC 2012 Global Report on Trafficking in Persons rest on an objective evidence base from 132 countries; the Report thus provides a solid basis for understanding the global nature of trafficking in persons. In October 2011 UNODC launched a global Human Trafficking Case Law Database²⁸ as a publicly available resource, which currently contains more than 850 cases from 74 jurisdictions and 3 supranational courts. The database serves as an essential tool to increase the visibility of successful prosecutions, identify global patterns and promote awareness of the realities of the devastating crime of human trafficking.

Importance of awareness-raising - Most of the focus on the prevention of trafficking in persons and smuggling of migrants has been on raising awareness in origin countries. Lessons learned over the last decade have revealed that, in order to be effective, awareness-raising campaigns must be broadened to tackle the issues in destination countries also, and must be targeted and formulated in ways that will be understood by their target audience. Research has shown that migrant smuggling is best prevented by not only informing potential migrants that being smuggled is not worth the expense

²⁷ The UNODC Toolkit to Combat Smuggling of Migrants (2010) demonstrates how, in many countries, simple but creative and effective actions are taken to save migrants' lives, such as the placement of emergency first aid kits along well-known smuggling routes and trails by law enforcement authorities.

²⁸ The database is accessible at www.unodc.org/cld.

and risk, but also by enforcing laws against the exploitation of foreign labour. Some countries have placed warning signs in multiple languages along well-known and popular smuggling routes and trails in land-border areas to warn migrants of the dangers that lie ahead.

Public service announcements can be broadcast in appropriate languages in countries of origin to warn potentially smuggled migrants or trafficked persons of the dangers of being smuggled or trafficked into specific countries. Serbia, for example, joined the Blue Heart Campaign in 2011 with the production and distribution of the awareness-raising film “Sestre” (The Sisters), based on the true story of two sisters who became victims of organized crime and were forced into prostitution. The film is still used as an educational tool and also serves as a training tool for judges, prosecutors and law enforcement agents.

The UNODC Toolkit to Combat Trafficking in Persons²⁹ (2008) provides examples of promising practices from around the world, and offers guidance and recommends resources to policymakers, law enforcement officers, judges, prosecutors, victim service providers and members of civil society to help them play their part in the global efforts to combat trafficking in persons. The Toolkit to Combat Smuggling of Migrants³⁰ (2010) offers similar guidance and good practices.

4. Challenges identified in carrying out UNODC work

The growing number of States Parties to the Trafficking in Persons and Smuggling of Migrants Protocols is an expression of the political will of Member States to combat these crimes. Nevertheless, ratification itself is not sufficient to ensure the effective implementation of international standards and their impact on the ground.

The following challenges have been identified as impediments to effective implementation of the Trafficking in Persons and Smuggling of Migrants Protocols:

- (a) *Insufficient prevention and awareness.* Often, decision makers, the general public, as well as relevant authorities with allocated responsibility, do not adequately understand migrant smuggling and human trafficking. In some countries, these practices may not be perceived as criminal activities that pose serious risks to migrants, vulnerable groups and the societies concerned. There also remain significant misunderstandings about both the distinctions and areas of overlap between the crime of migrant smuggling and that of human trafficking. These factors underscore the need to raise awareness and understanding of these criminal activities.

²⁹ The toolkit may be downloaded from www.unodc.org/documents/human-trafficking/Toolkit-files/07-89375_Ebook%5B1%5D.pdf.

³⁰ The toolkit may be downloaded from www.unodc.org/documents/human-trafficking/SOM_Toolkit_E-book_english_Combined.pdf.

- (b) *Lack of data and research (and the gap between research findings and policy development)*. This lack of reliable, systematically collected data makes it difficult to determine the magnitude of migrant smuggling and trafficking in persons on a national, regional and global scale. Further research into the specific dimensions of human trafficking and migrant smuggling is a prerequisite for the elaboration, implementation and evaluation of strategies to counter these crimes and develop evidence-based policies.
- (c) *Lack of legislation*. While most States have reported to UNODC that their domestic legislation now criminalizes human trafficking activities, many States have identified inadequate national legislative frameworks to address trafficking in persons and migrant smuggling. Comprehensive national legislation against human trafficking and migrant smuggling must be put in place to ensure that political will, signified by ratification of the Trafficking in Persons and Smuggling of Migrants Protocols, can be translated into tangible action against human trafficking, migrant smuggling and related crimes.
- (d) *Inadequate policies and planning*. Only a limited number of governments have developed specialized policies against human trafficking and migrant smuggling, set up corresponding inter-agency or multi-actor cooperation or coordination mechanisms and developed plans that detail the establishment, training and resourcing of specialized functions to counter these crimes.
- (e) *Weak criminal justice system response*. The criminal justice response to human trafficking and smuggling of migrants in most countries is significantly hampered by limited technical resources, equipment, knowledge, expertise and training to properly investigate and prosecute transnational crimes, including trafficking in persons and migrant smuggling.
- (f) *Inadequate protection and support*. In a number of countries, the rights of victims of human trafficking and smuggled migrants are gravely undermined. In short, it is necessary to fulfill the mandatory protection and assistance provisions of the Trafficking in Persons and Smuggling of Migrants Protocols in order to adhere to these protocols and combat these crimes in accordance with obligations under international law, including human rights and refugee law.
- (g) *Limited international cooperation*. National efforts to counter human trafficking and smuggling of migrants are often undermined by the lack of effective bilateral and multilateral mechanisms for the sharing of information and coordination of operational activities among law enforcement agencies, border control authorities and other relevant actors.

- (h) *Insufficient allocation of resources.* In addition to the above-mentioned topical challenges, insufficient allocation of resources is a consistent challenge in the practical implementation of anti-human trafficking and migrant smuggling activities.

5. Gaps evident within the migration and development sphere

Within the context of migration and development, greater attention should be paid to the following aspects:

- (a) *Transnational organized crime.* Transnational organized crime, in particular trafficking in persons and smuggling of migrants, needs to be addressed for its impact on migration and development. Constant political, economic and social changes present new challenges and threats to States and individuals alike. In this context, the threat of transnational organized crime has become a priority issue for many governments, with an increased emphasis on the linkages between development, human rights, the rule of law and organized crime.
- (b) *Vulnerability of women and children.* Women are particularly vulnerable to the false promises of traffickers and smugglers, especially within the context of an increasing feminization of migration. Women and children, lured through fake job offers, sold by members of their families and offered as brides in the hope that marriage will give them a chance to emancipate themselves and their families from poverty end up trapped in sexual exploitation, domestic servitude, forced marriage, and other labour exploitation schemes.

In many regions of the world, the decline of the agricultural sector has also contributed to an increased economic vulnerability of numerous communities which previously relied on agriculture for subsistence. Recent research indicates that women from rural areas, and from vulnerable groups such as indigenous communities, are identified as trafficked persons in many regions of the world.

- (c) *Human rights aspect.* The importance of a human rights-based approach and the understanding of the vulnerabilities and special needs of traumatized women and children, in particular, are key components in the fight against both human trafficking and migrant smuggling.
- (d) *Coherence in action and closer cooperation.* Ensuring that States and stakeholders have a common understanding of what trafficking in persons and smuggling of migrants are is fundamental to harmonizing limited response activities and support efforts for enhanced cooperation and coordination.

- (e) *Multi-actor engagement and partnership.* Involvement of all stakeholders, in order to more concretely build comprehensive responses, including the engagement of businesses, policymakers and civil society.

6. Recommendations for the 2013 High-level Dialogue

UNODC would encourage the High-level Dialogue on International Migration and Development to explicitly address trafficking in persons and smuggling of migrants in the broader context of migration and development, taking into consideration the rights of both victims of trafficking in persons and smuggled migrants.

Issues which could be addressed during the 2013 HLD include:

- (a) The impact of transnational organized crime on migration and development, in regard to which the work of the United Nations Task Force on Transnational Organized Crime³¹ should be taken into consideration in order to reinforce the discussions and outcomes of the HLD on migration and development, and vice versa;
- (b) Violence against migrants, migrant workers and their families, and the need for intensified crime prevention and criminal justice responses;
- (c) Review of the assistance and protection measures provided to smuggled migrants and victims of human trafficking;
- (d) Safe return of smuggled migrants and trafficking victims.

³¹ The creation of the United Nations Task Force on Transnational Organized Crime in March 2011 underscores the concern of the Secretary General for concerted and coherent action on this issue, which threatens security and stability. The Task Force is co-chaired by UNODC and the United Nations Department of Political Affairs (DPA), and is comprised of the Department for Peacekeeping Operations, UNDP, the UN Department of Political Affairs, the Peacebuilding Support Office, OHCHR, UNICEF, UN Women and the World Bank, and aims to harness the capacity of the United Nations to effectively support Member States at the national, regional and international levels to counter the challenges posed by transnational organized crime. The spectrum of responses to this multi-layered threat transcends the criminal justice and law enforcement dimensions and enters into the domain of political, social and economic security.

CHAPTER

25

Universal Postal Union



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Universal Postal Union

An intergovernmental organization and a UN specialized agency, the Universal Postal Union (UPU)¹ is the principal forum for cooperation between governments, Posts and other postal sector stakeholders on all issues related to postal services. The Union establishes rules governing the operation of international postal services and provides advice and technical assistance to its Member States. With more than 660,000 post offices in 192 countries, the postal sector is the world's largest physical distribution network and a key contributor to socioeconomic development.

Regarding migration and its contribution to development, the main priority of the UPU is to provide migrants throughout the world with access to efficient, reliable, secure and affordable remittance services. The UPU has been developing a regulatory framework for international postal money orders since 1878. This Postal Payment Services Agreement (PPSA), an international treaty which is updated every four years by the UPU Member States, provides standards and guidelines for postal operators exchanging international money orders. Through its Postal Technology Centre, the UPU also makes available to postal operators state-of-the-art technology to process money orders. This software application, called the International Financial Service, enables Posts to offer efficient money transfers – both domestic and international – at a low cost.

1. Migration and development activities since the 2006 High-level Dialogue

The offer of remittance services in rural areas: A market failure

Since 2006 the UPU has stepped up its efforts to make available to migrants affordable and safe means to send money to their families in their countries of origin (or areas of origin, in the case of domestic migrants). In many regions, and particularly in sub-Saharan Africa, the cost of formally transferring funds, especially small sums, is high – sometimes reaching 20 per cent of the amount transferred. The UPU is helping developing countries to free the poor from inaccessible, expensive and informal remittance channels.

¹ The Swiss Government convened an international conference in Bern on 15 September 1874, which was attended by representatives from 22 nations. On 9 October of the same year – a day now celebrated throughout the world as World Post Day – the Treaty of Bern, establishing the General Postal Union, was signed. Membership in the Union grew so quickly during the following three years that its name was changed to the Universal Postal Union in 1878. The 1874 Treaty of Bern succeeded in unifying a confusing international maze of postal services and regulations into a single postal territory for the reciprocal exchange of letters. The barriers and frontiers that had impeded the free flow and growth of international mail had finally been pulled down. The UPU became a specialized agency of the United Nations on 1 July 1948.

The UPU has raised its awareness of the fact that remittance networks operating in many developing countries usually suffer from two problems: they tend to be concentrated in the largest cities, and/or they may fail to reach a critical mass of beneficiaries. Concentrated or small-scale networks trigger a “remittances divide” between widely served urban areas and poorly covered rural or low-density urban areas. Populations in the latter thus face huge transaction costs in order to find informal channels for receiving funds. This also leaves room for the development of inequalities between rural and urban populations, and encourages insecure, informal and illegal channels for sending and receiving remittances.

Private initiatives have not filled this gap in access to remittances between urban and rural regions. The interconnection between various private remittance networks has not been accomplished, in spite of huge market development. Therefore, money order transfer fees currently remain high. There is, however, a latent demand for sending both domestic and international remittances to rural areas.

Partnerships with other UN organizations

To address these issues, the UPU partnered in 2008 with the International Fund for Agricultural Development (IFAD) and the French Post to launch a pilot programme in six West African countries (Benin, Burkina Faso, Mali, Mauritania, Niger and Senegal).² The programme’s objective was to develop a postal money transfer service in the rural areas and smaller towns of these countries. The six countries have a total of 510 post offices, 404 (79 per cent) of which are located in rural areas. In 2009 the project connected 355 rural post offices, either directly by Internet (when available), or through the establishment of call centres and the use of telephones or faxes. Under the programme, money orders were paid within two days at most, and much quicker (in a few minutes) if both the sending and paying post offices were online.

Within the framework of the West African programme, procedures were set up to facilitate cash management, staff of rural post offices were trained on operational aspects and a number of joint marketing activities were conducted both in sending and receiving countries. As a result, costs for clients decreased by 30 to 50 per cent, and volumes increased by 104 per cent between 2009 and 2010 in both North–South and South–South corridors.

It should be noted that approximately half of total remittances were paid out in rural areas with a cost for the sender comprising between 2 and 8 per cent of the amount sent, far below the average for sub-Saharan Africa.³

² Visit www.ifad.org/remittances/projects/afrika/francophone.htm for more information.

³ More information on this project can be found in: World Bank, “Role of Post Offices in Remittances and Financial Inclusion,” *Migration and Development Brief No. 15* (Washington, D.C., World Bank, 2011), available at <http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1110315015165/MigrationandDevelopmentBrief15.pdf>.

Given the success of this first programme, a number of similar initiatives were launched in 2011 in Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan)⁴ and in 2012 in the Asia–Pacific (specifically, in Cambodia, India, Indonesia, Lao People’s Democratic Republic, Malaysia and Viet Nam), with the financial support of the Financing Facility for Remittances of IFAD. The objectives of these projects are to leverage the rural postal networks of the participating countries to offer affordable and reliable remittance services to migrants, as well as to link remittance services with other financial services, such as insurance or savings, to ultimately improve the living conditions of migrants and their families.⁵

Two other projects with similar objectives are currently being developed in Africa with financial backing from the European Union and in partnership with various international organizations, including IFAD, the World Bank and the United Nations Capital Development Fund (see also the chapter on IFAD).

2. Support provided to the Global Forum on Migration and Development

There has so far been no direct relationship between the work of the UPU and the GFMD.

3. Identified good practices

In the activities led by the UPU or by its members on the subject of financial services for migrants, a number of good practices have been identified:

- (a) The implementation of fair remittance services, where costs are affordable to the clients and the commission is equitably shared between two postal operators, is an incentive for an overall tariff decrease by incumbent money transfer operators (MTOs).
- (b) The experience of Brazil’s Banco Postal project⁶ shows that focusing on rural areas and small and medium-sized towns, where formal banking is unavailable, can be a winning strategy, both for the postal operator and for clients (migrants, recipients of migrants’ remittances or, more generally, the rural populations). At the start of the project, between 2002 and 2006, agencies were established primarily in these locations. This approach proved successful in terms of profits and also benefitted the more traditional postal business with a 100 per cent increase in foot traffic across rural post offices where Banco Postal services were available. Banco

⁴ Visit www.ifad.org/remittances/projects/asia/upu.htm for more information.

⁵ Visit www.ifad.org/remittances/pub/postal.pdf for more information.

⁶ The Banco Postal project is a partnership between Brazil’s postal operator and a private bank to offer banking services in post offices.

Postal had a tremendous impact in terms of financial inclusion:⁷ Half the total savings of Banco Postal were held in 50 per cent of the poorest municipalities, which accounted for less than 30 per cent of the population. Also, 25 per cent of Banco Postal's loans and micro-loans were granted in 20 per cent of the poorest municipalities, where only 10 per cent of the population lived.

This means that savings collections in these communities have been redirected through small loans in favour of local economic development, which in turn can contribute to reduced domestic migration. The market failure previously mentioned for remittances in rural areas could therefore be solved simply by leveraging an existing infrastructure such as the post office.

- (c) A last good practice identified in UPU projects consists of linking remittance services to other financial services to ensure that remittances have more developmental impact. For example, instead of paying out remittances in cash to recipients, these can be sent to a savings account. The beneficiary can then withdraw a part of the amount in cash and keep the rest on his/her account as a reserve for future needs, for example, investment for a small project, school fees, among others. The UPU is currently launching a new project in West and Central Africa with EU funding, in partnership with PlaNet Finance, an NGO specialized in microfinance, to work further on this.

4. Challenges identified in carrying out UPU work

One of the challenges identified in carrying out UPU work is linked to exclusivity agreements. According to a 2009 study commissioned by IFAD for Africa,⁸ two major money transfer companies require agents to sign exclusivity arrangements. These agreements effectively “lock” more than half of all available payout locations. Because they apply to all agents – banks, foreign exchange bureaus and post offices, among others – the result is effective control of 65 per cent of the authorized payout market. A number of post offices have established partnerships with international MTOs, but where such exclusivity agreements exist, they have negative consequences on competition and result in artificially inflated prices, at the expense of clients.

A number of countries, including Nigeria and Senegal, have already prohibited such exclusivity arrangements, but much remains to be done to ensure adequate competition in markets where only a limited number of actors are present.

Another challenge that has been identified is linked to the very nature of UPU work. Placing emphasis on rural areas means that postal operators have to develop activities in locations where basic infrastructure does not exist. Connectivity, either through

⁷ J. Ansón and L. Bosch Gual, “Financial access and inclusion through postal networks: Evaluating the experience of Brazil's Banco Postal,” in *Postal Economics in Developing Countries* (Bern, UPU, 2008).

⁸ IFAD, *Sending Money Home to Africa – Remittance markets, enabling environment and prospects* (Rome, IFAD, 2009).

internet or the Global System for Mobile Communications is not always available. Access to electricity also remains a challenge in many outlying areas. Thus, offering remittance services and, more generally, inclusive financial services to rural populations must be the result of a coordinated effort between governments, regulators and development partners. All stakeholders need to develop financial inclusion strategies which take into account the specific financial needs of migrants and their families, and which leverage the existing infrastructure such as postal networks.

5. Gaps evident within the migration and development sphere

The most important gap identified in the postal field is linked to the fact that international mobile remittances face serious challenges to develop at scale.

Since 2007 and the emergence of the M-Pesa success story in Kenya, the new buzz word for money transfers has been “mobile.” M-Pesa is a mobile payment system which has been developed by Safaricom, a mobile operator, which enables Kenyans to send money using simple mobile phones at a relatively low cost. The success of the product has been phenomenal, and the service now has 15 million users out of the total population of 42 million.⁹

A few countries such as Pakistan, the Philippines, Tanzania and Uganda, have seen similar success. However, mobile payments today remain mostly limited to national payments. International mobile payments have not taken off due to the absence of a regulatory framework, which would, inter alia, compel international mobile payment services to go through the systems of two national telecom operators, located in different countries, with different national regulations. Furthermore, at the national level, traditional financial supervisors (central banks or similar) are not always involved in the supervision of mobile payments. As a result, the issues of adequate supervision, consumer protection and security are acute for international mobile payments.

The UPU recognizes the potential that mobile payments can have in offering remittance services to migrants and their families. However, a solid regulatory framework needs to be implemented to ensure the security and reliability of the service for migrants and their families. At the UPU level, discussions have started between Member States to assess how the postal regulatory framework (PPSA, mentioned earlier) could be used to facilitate international mobile remittances.

⁹ For more information about M-PESA, visit www.safaricom.co.ke/personal/m-pesa/m-pesa-resource-centre/presentations.

6. Recommendations for the 2013 High-level Dialogue

- (a) The 2013 HLD should strengthen coordinated approaches on cross-cutting issues such as migrants' remittances. On this concrete subject, the following recommendations could be put forward:
- (i) Encourage fair competition in the field of international remittances by supporting the prohibition of exclusivity arrangements;
 - (ii) Support the creation and implementation of national financial inclusion strategies which take into account the needs of migrants and their families;
 - (iii) Use the existing infrastructure in rural areas to implement national financial inclusion strategies, namely post offices and other rural financial institutions.
- (b) The HLD should also tackle some of the issues that are causing forced migration (both domestic and international):
- (i) In rural areas, ensure availability of basic infrastructure, such as electricity, communications (phone and Internet), financial services and logistics solutions. The availability of such infrastructure is a factor of local economic development, which will entice local populations to remain in their region of origin. It should be noted that postal networks can greatly contribute to establishing such infrastructure.
 - (ii) Access to education and training is also essential for retaining local populations. There are many examples worldwide of postal operators providing major contributions in that regard. Botswana Post has opened "kitsong centres" (knowledge centres) in its rural post offices, where clients can access education resources or government information through the Internet.¹⁰ Also, the Tunisian Post works with the Government to distribute grants to students in financial difficulty,¹¹ while the Venezuelan postal service participates in a programme called "Defensores de los Niños" (Defenders of Children), whose main aim is to protect children from potential abuse and ensure that those of school age have access to education.

Postal networks form an essential infrastructure for socioeconomic development. They are simultaneously communications networks, trade facilitators, financial access infrastructure and tools for governments to implement their development policies. All of this infrastructure can and should be better leveraged to address migration issues, both to reduce the causes of migration and to offer tools for migrants to remain in contact with their families.

¹⁰ For more information about kitsong centres in Botswana, visit www.botspost.co.bw/business_communication_centres_kitsong.php. See also: Graeme Lee, "ICT facilities in rural Botswana through the national postal service" in *ICTs, new services and transformation of the Post* (Bern, UPU, 2010), available from www.itu.int/ITU-D/tech/rural_telecom/Rural_Publications/dcc_livreUitEn.pdf.

¹¹ For more information about the programme, visit www.poste.tn/index_service.php?code_menu=82&code_sous_menu=101.

CHAPTER

26

**World Health
Organization**



**World Health
Organization**

World Health Organization

The World Health Organization (WHO)¹ is a specialized agency of the UN system whose primary objective is “the attainment by all peoples of the highest possible level of health.”² It acts as the directing and coordinating authority for health within the UN system. The Organization’s core functions are to provide leadership on matters critical to global health and engage in partnerships where joint action is needed; shape the global health research agenda; set norms and standards and promote and monitor their implementation; develop evidence-based policy options; provide technical support to countries; and monitor and assess health trends.³

The collective health needs and implications of today’s sizable migration flows have become of paramount importance to health systems and to the concerted efforts of WHO at reducing health inequities and protecting public health. The health of many migrants is at risk due to abuse, violence, exploitation, discrimination and barriers to accessing health and social services.⁴ At greatest disadvantage are migrants in an irregular situation and those forced to migrate, as they often have no equal access to health care and thus need to be monitored, especially in the quest for universal health coverage. WHO works for migrants’ greater access to social protection and social services; more equitable access to migrant-sensitive health services; and greater financial protection in health to enable migrants to afford vital services. Addressing these factors can help migrants better attain their human development potential, and reduces the health costs of migration for both migrants and societies.

1. Migration and development activities since the 2006 High-level Dialogue

In 2008 building on the longstanding commitment of WHO to tackle inequity in health and the determinants of health, the sixty-first World Health Assembly (WHA) adopted Resolution WHA61.17 on the Health of Migrants.⁵ The resolution urges Member States and WHO, inter alia, to promote the inclusion of migrant health into health strategies; to develop and support studies and share best practices; to strengthen service providers’ and health professionals’ capacity to respond to migrant needs; and to engage in bilateral and multilateral cooperation. To enhance their capacity in the migration and health domain and improve joint programmes, IOM and WHO entered

¹ WHO was established as a specialized agency of the UN system on 7 April 1948, with its headquarters in Geneva, Switzerland. The Organization currently has 194 Member States and is a member of the UN Development Group. Its predecessor, the Health Organization, was an agency of the League of Nations. The official website of WHO (English) is www.who.int/en.

² As stated in Article 1 of the Constitution of the World Health Organization.

³ These core functions are set out in the Eleventh General Programme of Work, which provides the framework for the Organization-wide programme of work, budget, resources and results. Entitled “Engaging for health,” it covers the 10-year period from 2006 to 2015.

⁴ Barriers include high costs, language and cultural differences, administrative hurdles, inability to affiliate with health insurance schemes and lack of information about entitlements or legal status.

⁵ The resolution is available from: http://apps.who.int/gb/ebwha/pdf_files/A61/A61_R17-en.pdf.

into a cooperation agreement, which included the secondment of an IOM staff member to WHO as a senior migrant health officer for a period of two years.

In March 2010 WHO organized the Global Consultation on Migrant Health in Madrid, in collaboration with IOM and the Ministry of Health and Social Policy of the Government of Spain. This multi-stakeholder event took stock of recent actions and reached consensus on an operational framework which guides the work of WHO in the migrant health domain.⁶ During the sixty-third WHA in 2010, outcomes of the global consultation were reported at a side event organized by the Governments of Portugal and Spain. In addition, a progress report was submitted on the actions taken by WHO to implement resolution WHA61.17 on the Health of Migrants.

Resolution WHA61.17 recalls the relevance of other resolutions on the migration of health professionals and the importance of strengthening health systems in low- and medium-income countries. While migration of health personnel can bring mutual benefits to origin and destination countries, migration from those countries already experiencing a crisis in their health workforce is further weakening already fragile health systems.

In order to provide a global response, the WHA adopted a resolution in 2004, which requested the Director General to develop a code of practice on the international recruitment of health personnel, in consultation with Member States and all relevant partners.⁷ The WHO Secretariat subsequently developed a comprehensive programme on the issue of health worker migration. In May 2010 the sixty-third WHA adopted the WHO Global Code of Practice on the International Recruitment of Health Personnel (WHA63.16).⁸

In addition, the sixty-fourth session of the UN General Assembly in 2009 examined the important linkages between global health and foreign policy, in particular with respect to the control of emerging infectious diseases, the determinants of migrant health and human resources for health.⁹

⁶ WHO, *Health of migrants, the Way Forward: Report of a Global Consultation* (Geneva, WHO, 2010), available from www.who.int/hac/events/consultation_report_health_migrants_colour_web.pdf.

⁷ WHO, Resolution WHA57.19 on International Migration of Health Personnel: a Challenge for Health Systems in Developing Countries (2004), available from http://apps.who.int/gb/ebwha/pdf_files/WHA57/A57_R19-en.pdf.

⁸ WHO, Resolution WHA63.16 on the WHO Global Code of Practice on the International Recruitment of Health Personnel (2010), available from http://apps.who.int/gb/ebwha/pdf_files/WHA63/A63_R16-en.pdf.

⁹ United Nations, General Assembly Resolution A/64/L.16 on Global Health and Foreign Policy, available from: <http://daccess-dds-ny.un.org/doc/UNDOC/LTD/N09/634/37/PDF/N0963437.pdf?OpenElement>.

Development of indicators measuring the impact of international migration in countries of origin and destination

Monitoring migrant health

Health and migration has attracted a considerable amount of interest and investigation. However, much of the traditional research on migrant health occurs at the national level, focused mainly on the health of newly arrived immigrants, and tends to be disease-based, frequently emphasizing communicable conditions and the spread thereof.

In collaboration with experts and partners, in particular IOM, WHO is pursuing ways to identify the essential data gaps and needs to analyse trends in migrant health; take stock of indicators and models that have been used effectively; and formulate key indicators that are acceptable and useable across countries. In addition, mechanisms to harmonize migrant health indicators with existing data collection and dissemination methods, for instance the Migration Profiles, are being explored.

The development and wider application of key health indicators directly related to or resulting from migration will contribute to: (a) standardization and comparability of migrant health data; (b) increased understanding of health and disease trends among migrant groups, migrant health-seeking behaviours and utilization of health services; and (c) evidence to better support programme and policy development. The work will also build the capacity of WHO, IOM and others to provide technical support to Member States on migrant health monitoring.

Monitoring international recruitment of health personnel

In light of the growing magnitude of health worker migration, improving the availability and international comparability of statistics on the migration of health personnel is crucial if countries are to develop evidence-based policies.¹⁰ Ideally, international migration of health personnel should be monitored by tracking the number of individuals with the education and training to practice a health profession moving from one country to another on an annual basis. In reality, few countries are currently able to provide such data. Improving data collection in this area should therefore be a high priority and requires consensus on key indicators to collect data, strengthen national health workforce information systems, develop innovative approaches to evaluate and analyse international health worker migration and facilitate the dissemination and sharing of information.

Of particular importance is the development of guidelines for a Minimum Data Set to monitor international health worker migration, which is done in collaboration

¹⁰ OECD and WHO, (2010). *International Migration of Health Workers*. OECD Observer (Paris). Policy Brief, February 2010. Available from: www.who.int/hrh/resources/oecd-who_policy_brief_en.pdf

with the (OECD). The objective of the Minimum Data Set is to provide guidance for data collection, notably on the type of data to be collected by Member States, and to facilitate data collation and comparability of data among them.

Recent capacity-building initiatives on international migration and development

Migrant-sensitive workforce

Societies have become increasingly multicultural and multi-ethnic. The consequent increased diversity in health determinants and health needs among society members is challenging the capacity of health systems to deliver affordable, accessible and migrant-sensitive services.

Health professionals increasingly find themselves treating patients with symptoms that are unfamiliar to them or not well understood. Delayed or deferred care and lack of appropriate preventive services are associated with the progression of diseases and the subsequent need for more extensive and costly treatment. Hence, the need to redirect health-care models to develop the capacity of the health and non-health workforce to understand and address the health and social issues associated with migration; develop standards for health service delivery, organizational management and governance that address cultural and linguistic competence, epidemiological factors, as well as legal, administrative and financial challenges; and include migrant health in graduate, postgraduate and continuous professional education training of health personnel, including support and managerial staff.

In collaboration with academia and partner agencies, WHO has been pursuing the development of a migrant-sensitive workforce through recommendations for Member States, universities, health providers and relevant institutions to harmonize the inclusion of migrant health topics and intercultural competence in the training of all public health professionals; research the effectiveness of training programmes; and involve migrants in the design, implementation and evaluation of training programmes.¹¹ Regional briefings on selected policy issues have focused on improving health intelligence and building capacity and know-how for policymakers and practitioners on tackling socially determined health inequalities as part of health system performance.¹²

¹¹ Gijón-Sánchez, Mariá-Teresa et al., (2010), available from: [www.migrant-health-europe.org/files/Capacity%20Building%20in%20Healthcare_Background%20Paper\(2\).pdf](http://www.migrant-health-europe.org/files/Capacity%20Building%20in%20Healthcare_Background%20Paper(2).pdf). Also, see IOM (2009) at: www.migrant-health-europe.org/background-papers/capacity-building.html.

¹² WHO, *How Health Systems can address Health Inequities linked to Migration and Ethnicity*. Copenhagen (2010), available from www.euro.who.int/__data/assets/pdf_file/0005/127526/e94497.pdf.

WHO Global Code of Practice on the International Recruitment of Health Personnel

The WHO Global Code of Practice on the International Recruitment of Health Personnel promotes voluntary principles and practices for the ethical international recruitment of health personnel as part of strengthening health systems, taking into account the rights, obligations and expectations of countries of origin and destination and migrant health personnel.¹³ To facilitate monitoring of the implementation of the Code, guidelines for Member States and non-State stakeholders are being developed, in consultation with Member States, international organizations, professional associations, civil society organizations and other interested stakeholders. The Code forms part of the WHO global approach to strengthening health systems.

Alongside the Code, WHO is developing complementary strategies and activities to strengthen national health workforces. These include: (a) expansion of health workforce education; (b) improvement of standards of accreditation; (c) implementation of global policy recommendations to improve retention of health workers in remote and rural areas; and (d) improvement of human resource information systems.¹⁴

Other initiatives on international migration and development

Extending social protection in health for migrants

Despite existing and ratified international human rights standards and conventions that protect the rights of migrants, including their right to health, many migrants still lack access to health services and financial protection in health for themselves and their family members. Lack of coverage can lead to excessive costs for migrants, many of whom pay out of pocket for health services. This prevents many from accessing services, which exacerbates health conditions that could be prevented, often at reduced costs, if services were available. Neglecting access to primary health care and leaving migrant health to be managed at the level of emergency only runs counter to economic and public health principles.

Current approaches to improve access to health services for migrants are often fragmented and costly, operate in parallel to national health systems, depend on external funding and lack sustainability. As part of WHO efforts to promote universal coverage, and in the context of launching the 2010 *World Health Report on Health Systems Financing*, a technical brief was prepared entitled “Ensuring access to health services and financial protection for migrants,” which, inter alia, calls upon policymakers to mitigate the burden of out-of-pocket health spending and move towards pre-payment

¹³ WHO, *The WHO Global Code of Practice on the International Recruitment of Health Personnel* (Geneva, WHO, 2010), available from www.who.int/hrh/migration/code/code_en.pdf. See also the User’s Guide at: whqlibdoc.who.int/hq/2010/WHO_HSS_HRH_HMR_2010.2_eng.pdf.

¹⁴ WHO, *Global Policy Recommendations to Improve Retention of Health Workers in Remote and Rural Areas* (Geneva, WHO, 2010), available from whqlibdoc.who.int/publications/2010/9789241564014_eng.pdf.

systems that involve pooling of financial risks across population groups.¹⁵ The focus on social protection in health was closely related to the Mexico GFMD outcome in 2010, which called for the assessment of cost-effective health-care models for various types of migration scenarios.¹⁶

At the regional level, initiatives that give priority to existing gaps in access to affordable and appropriate health services for migrants and new approaches to social protection in health, have included:

- (a) the Regional Dialogue on the Health Challenges for Asian Labour Migrants, in Bangkok, July 2010, organized by IOM and UNDP, in cooperation with the ILO; the Joint UN Initiative on Mobility and HIV/AIDS in South East Asia; the Joint UN Programme on HIV/AIDS and WHO; and
- (b) the second Ibero-American Forum on Migration and Development, in El Salvador, in July 2010, called by the Ibero-American General Secretariat and co-organized by the Government of El Salvador, ECLAC, and IOM. WHO is supporting initiatives to extend social protection in health for migrants in the Ibero-American region, as well as at the global level, in close collaboration with partners.

Global Migration Group membership

Staying abreast of the discussions and emerging international governance structures on migration has become essential to the work of WHO and its dedication towards the early achievement of internationally agreed development goals and objectives, including the Millennium Development Goals. WHO has been a member of the GMG since September 2010 and intends to work closely with GMG members, as well as Member States, other organizations and civil society, since improving the health of migrants cannot be achieved by the health sector alone.

2. Support provided to the Global Forum on Migration and Development

WHO took part in a 2007 GFMD round table entitled “Highly Skilled Migration: Balancing Interests and Responsibilities”, with a focus on the health sectors in Malawi and Ghana, and strategies to address the loss of trained health professionals in those countries, including the then-pending global Code of Practice on recruitment. The Organization also participated in the 2010 Forum and its preparations, providing advice and inputs to the background documents for various round tables. It has also been an active participant in GMG chair-organized events, contributing to documents and providing speakers and financial support to speaker participation.

¹⁵ WHO, “Ensuring Access to Health Service and Financial Protection for Migrants,” Technical Brief Series-Brief no 12 (2010), available from www.who.int/healthsystems/topics/financing/healthreport/MigrationTBNo12.pdf.

¹⁶ Report and papers from the 2010 GFMD are available at www.gfmd.org/en/docs/mexico-2010.

As a recent GMG member, and guided by the outcomes of the GFMD fora and existing GMG materials and deliverables, WHO has made efforts to analyse the substantial health angles of migration and development. Contributions to GMG-organized events and meetings, including working-level meetings and various thematic events, provided the opportunity to widen the scope of the health-related debate, and, in particular, highlighted the health rights, needs and vulnerabilities of migrants; the challenges for countries and communities to address the health of migrants and related public health concerns and recommended directions for health systems and policy planners.

WHO contributions have focused the debate beyond the migration of health workers to address the broader and complex issue of health of migrants and extending social protection in health to migrants in support of development. This enlarged focus is well reflected in the various deliverables of the GMG.

Albeit severely limited by budget restraints, WHO has been able to support civil society and take active part in the organization of events with GMG partners, such as seminars by UNITAR and Labour Migration Academy training by ILO. Moreover, WHO has been promoting migrant health and the importance of integrating health into migration and development policy in its own work with Member States and partners, as reflected in numerous ongoing initiatives across the WHO regions, covering issues ranging from the management of infectious diseases to social health determinants, human rights and health, health financing, social protection, the code of practice for international recruitment of health personnel, and many others.

WHO is keen to take a more active part in and further support the GFMD in the future.

3. Identified good practices

Among its many good practices in this field, WHO counts the 2010 Global Code of Practice on the International Recruitment of Health Personnel as a global response to the shortage of health personnel in many Member States, particularly low-income countries.

Another good practice is the operational framework and action plan for all stakeholders to promote the health of migrants agreed at the Global Consultation on Migrant Health in Madrid, organized by WHO, IOM and the Spanish Ministry of Health and Social Policy. This operational framework has guided the work of WHO and its partners on migrant health, with a focus on these four major pillars: (a) monitoring migrant health; (b) policy and legal frameworks; (c) migrant-sensitive health systems; and (d) partnerships, networks and multi-country frameworks. The framework has guided various regional dialogues, research and programmatic approaches on the topic ever since.

The full range of WHO good practices are covered in WHO publications around this topic, in particular the WHO flagship *World Health Reports* and special reports by its regional offices, such as the chapter entitled¹⁷ “Migration and the Health of Migrants” in *Poverty and Social Exclusion in the WHO European Region: Health Systems Respond* by the WHO European Office for Investment for Health and Development in the WHO Regional Office for Europe, in 2010.¹⁸

One of the most notable good practices is the PAHO listserv site, which, inter alia, lists all WHO publications relating to migration health. The site reaches tens of thousands of readers globally and includes extensive migrant health-related information covering more than a decade of archives and daily announcements.¹⁹

4. Challenges identified in carrying out WHO work

WHO key findings in implementing WHA resolution 65/170

The health of migrants needs continuous promotion

Despite all the positive developments described above, WHO has witnessed an increasing challenge to promote migrant health in global health and development debates. Political and financial arguments are often at the basis of the low priority given to migrant health. As a result, access to health services for vulnerable migrant populations remains largely unaddressed.

It is difficult to understand how a sizeable group of people who contribute to economic and social development could be excluded from accessing preventive and curative health services. As stated above, leaving migrants’ health to be managed at the level of emergencies only runs counter to economic and public health principles. Late or denied treatment can be costly, does not respect human rights principles and is a threat to public health.

The migration of health professionals

The shortage of health personnel in many Member States continues to pose a major threat to health systems, especially in developing countries, and undermines the achievement of development goals. Migration of health personnel can bring mutual

¹⁷ See, for example, the *World Health Report 2010* special brief entitled “Ensuring access to health services and financial protection for migrants,” downloadable from www.who.int/healthsystems/topics/financing/healthreport/MigrationTBNo12.pdf.

¹⁸ Available from <http://bit.ly/cnZ0xU>.

For further relevant publications on migration, development and health, see also: www.euro.who.int/__data/assets/pdf_file/0005/127526/e94497.pdf; www.euro.who.int/__data/assets/pdf_file/0006/115485/E94018.pdf; www.migrant-health-europe.org/background-papers/capacity-building.html; and bit.ly/9hzyLs.

¹⁹ Visit the PAHO/WHO website at <http://listserv.paho.org/Archives/equidad.html>, or visit the Twitter account at <http://twitter.com/eqpaho>.

benefits to origin and destination countries, but migration from countries with a crisis in their health workforce can further weaken already fragile health systems.

The implementation of the 2010 WHO Global Code of Practice on the International Recruitment of Health Personnel needs support and commitment from governments, partner agencies and other stakeholders, and remains one of the key challenges of health systems today.

5. Gaps evident within the migration and development sphere

Economic arguments appear to dominate the global debate on migration and development, including migrant health. For example, among the outcomes of the GFMD is the call to find “cost-effective ways to manage the health of migrants.”²⁰

- (a) Health is not well integrated in the international development debates, despite the obvious link between health and internationally agreed development goals.
- (b) Migration is not well integrated in the global health debates, such as on foreign policy and global health, social health determinants and non-communicable diseases, among others

This lack of a true multisectoral approach is evident in the dialogues, and in the absence of Ministries of Health or other health sector representatives, or even serious debate on migrant health, in the GFMD.

Also, the study of migrant health should be expanded, in view of the size and demography of migration today, including the great diversity in vulnerability levels among different migrant groups; and should give recognition to the role of socioeconomic determinants and inequities in health outcomes and health-care resource needs. Research and the study of migrant health continue to be hampered by a lack of agreed definitions and consistency of terminology and denominators. As a consequence, data comparison and analyses are limited, in particular with respect to determinants of migrant health.

²⁰ See the GFMD 2010 Report of Proceedings, available at: www.gfmd.org/en/docs/mexico-2010.

6. Recommendations for the 2013 High-level Dialogue

The recommendations from the aforementioned Global Consultation on Migrant Health provide an operational framework and comprehensive recommendations for the High-level Dialogue on International Migration and Development in the migrant health domain, *inter alia*:

- (a) Develop and implement migrant-sensitive health policies that incorporate a public health approach and equitable access to health services (that is, health promotion, disease prevention and care) for migrants, regardless of immigration status and without discrimination and stigmatization.
- (b) Ensure that migrant health services are culturally, linguistically and epidemiologically appropriate. This requires the development of the capacity of the health workforce to better understand and address the health issues associated with migration and the involvement of migrants in policy and programme planning and implementation.
- (c) Promote coherence among the policies of different sectors that may affect migrants' ability to access health services, as well as among countries involved in the migration process, to guarantee continuation and effective surveillance.

Addressing the health needs of migrants improves migrant health, protects global public health, facilitates integration and contributes to social and economic development. Ensuring access to health services and financial protection can be effective tools to promote health equity in today's diverse societies. Strategies include:

- (a) Mitigate the burden of out-of-pocket health spending and move towards pre-payment systems that involve pooling of financial risks across population groups;
- (b) Develop or strengthen bilateral and multilateral social protection agreements between source and destination countries that include health-care benefits and the portability thereof;
- (c) Explore the role of relevant sectors, including employers and private partners, in health security schemes;
- (d) Raise awareness among migrants of their entitlements and obligations;
- (e) Research the economic consequences of reduced health on the life expectancy and productivity of migrants, as well as the economic impact of current schemes that address migrant health, including those allowing equal access for all migrants.

CHAPTER

27

**World Intellectual
Property Organization**



World Intellectual Property Organization

The mission of the World Intellectual Property Organization (WIPO)¹ is to promote innovation and creativity for the economic, social and cultural development of all countries through a balanced and effective international intellectual property (IP) system.

In 2007 the Member States of WIPO adopted the decision that formally established the WIPO Development Agenda with the aim of placing development at the heart of the Organization's work. The decision included the adoption of a set of 45 Development Agenda recommendations and the establishment of a Committee on Development and Intellectual Property (CDIP).

In May 2011 the seventh session of WIPO's Committee on Development and Intellectual Property (CDIP 7) was presented with a thematic project on "Intellectual Property and Brain Drain" to address WIPO Development Agenda Recommendation 39 that "requests WIPO, within its core competence and mission, and in cooperation with relevant international organizations, to assist developing countries, especially in Africa, by conducting studies on brain drain and make recommendations accordingly." The project implements this recommendation.

1. Migration and development activities since the 2006 High-level Dialogue

The 2011 project on "Intellectual Property and Brain Drain" seeks to make a first step in understanding, through empirical evidence, the relationship between intellectual property and the brain drain phenomenon.² The project consists of two activities:

- (a) A research project that seeks to exploit information on inventor nationality and residence in patent applications to map the migration of scientists. This mapping exercise would establish a partial geography of migration flows and innovations, insofar as the phenomenon can be traced through patent documents.

¹ WIPO is the UN agency dedicated to the use of intellectual property (patents, copyright, trademarks, designs and others) as a means of stimulating innovation and creativity. The roots of WIPO go back to 1883, with the birth of the Paris Convention for the Protection of Industrial Property, and 1886, with the Berne Convention for the Protection of Literary and Artistic Works. In 1893, these two small bureaux united to form an international organization called the United International Bureaux for the Protection of Intellectual Property (best known by its French acronym, BIRPI). In 1960 BIRPI moved from Berne to Geneva to be closer to the United Nations and other international organizations in that city. A decade later, following the entry into force of the Convention Establishing the World Intellectual Property Organization, BIRPI became WIPO, undergoing structural and administrative reforms and acquiring a secretariat answerable to the Member States. In 1974 WIPO became a specialized agency of the UN system of organizations. For further information, visit www.wipo.int.

² For further information about the project, visit www.wipo.int/edocs/mdocs/mdocs/en/cdip_7/cdip_7_4_rev.pdf.

- (b) The convening of an expert workshop bringing together academia, relevant international organizations and policymakers, with a view to developing a research agenda on IP, migration and associated knowledge flows.

2. Support provided to the Global Forum on Migration and Development

WIPO has thus far not provided any direct support to the Global Forum on Migration and Development (GFMD), but this is likely to change with the growing awareness of the importance of intellectual property, patent data, mobility of inventors, among others, for knowledge-based national and global economies, as well as the policies needed to underpin them. The above research projects should also assist in growing the awareness and knowledge around this emerging issue.

3. Identified good practices

Preliminary results of the mapping exercise seem to suggest that inventors' international mobility, as reflected in patent data, is congruent with the overall international mobility of highly skilled persons. For instance, immigrant inventors contribute greatly to the patent production of countries of the Organisation for Economic Co-operation and Development (OECD). This is especially true in the case of the United States of America, as well as, to a lesser extent, Australia and Canada, as compared to European countries. Additionally, a large proportion of African and Latin-American inventors – around 40 to 50 per cent in some years – live outside their countries of origin.

The WIPO research project seeks to shed light on the relationship between intellectual property and brain drain, and set out a research agenda on the topic for the future.

4. Challenges identified in carrying out WIPO work

Although the first waves of economic papers on the brain drain date back to the late 1960s and the 1970s, and despite numerous studies and anecdotal evidence, there has been no systematic empirical assessment of the magnitude of this phenomenon until recent years. Behind this lack of comprehensive understanding of the phenomenon as a whole is the severe lack of data on international migration of skilled workers.

The influential contributions by Carrington and Detragiache (1998³, 1999⁴) constitute the first attempts to provide comparable international data on the emigration rates of tertiary educated workers for 61 developing countries. More recently, the works by

³ W.J. Carrington and E. Detragiache, "How big is the brain drain?" (WP/98/102), IMF working paper.

⁴ W.J. Carrington and E. Detragiache, "How extensive is the brain drain?," *Finance and Development*, 36(2):46–49.

Dumont and Lemaître⁵ and, especially, the contribution by Docquier and Marfouk,⁶ as well as subsequent refinements introduced in the second half of the 2000s, represent critical advancements in the empirical analysis of the brain drain.

Patent data introduce the opportunity to complement above-mentioned data efforts by providing information on the international mobility, among other things, of inventors. Patent documents disclose a wide range of information about the applicants of the patent, the technological classes of the patent, as well as the inventors of the patent, including the inventor's place of residence and, in some cases, nationality. Contrary to the migration data mentioned, inventors' information in patents is not restricted to OECD country census data, and, therefore, (1) is retrieved on a yearly basis, and not every 10 years; and (2) includes all migrant-receiving countries, not only OECD countries, thus providing a more nuanced perspective of migration patterns of skilled workers – in particular, South–South movements, which are increasingly important.

Mapping the mobility patterns of inventors using patent information is not, however, straightforward. In reality, the world's largest patent offices (the US Patent and Trademark Office, the European Patent Office and the Japan Patent Office) do not include this information in their inventors' data records. The exception is collecting patent information under the Patent Cooperation Treaty (PCT) when patents are in the international phase.⁷ While a useful source, the use of inventors' data retrieved from PCT filings may present certain shortcomings which must be taken into consideration when doing empirical analysis on brain drain issues using these data:

- (a) Patent data are, in general, skewed to a few firms that apply for a disproportionately large number of patents, and, therefore, the migrant structure of their inventors is overrepresented in the total population of inventors. In general, these firms are based in a few developed or emerging countries.
- (b) One should keep in mind the specificities and major trends in international patenting. Some countries may have a preference for using the PCT procedures rather than alternative national procedures, introducing biases when computing measures of international migration.
- (c) Patent data do not provide a unique identification number to inventors irrespective of the number of patents they file. Therefore, cleaning, harmonizing and disambiguation processes are required to know “who's who” in patents.

⁵ J.-C. Dumont and G. Lemaître, “Counting immigrants and expatriates in OECD countries: A new perspective,” OECD Social, Employment, and Migration, Working paper No. 25.

⁶ F. Docquier and A. Marfouk, “International migration by educational attainment (1990–2000),” in: C. Ozden and M. Schiff (eds.), *International migration, remittances and the brain drain*, Chapter 5, Palgrave-Macmillan.

⁷ Visit www.wipo.int/treaties/en/registration/pct for more information on the Patent Cooperation Treaty.

5. Gaps evident within the migration and development sphere

When conducting empirical analysis of the international mobility of skilled workers and the associated brain drain, two salient features stand out:

- (a) Hidden heterogeneity within the skilled migrant population; and
- (b) A neglected relationship between intellectual property policies and the international mobility of skills.

First, in general discussions about highly skilled migration, the implicit definition of a highly skilled migrant is one with a university degree. In references to the “best and the brightest,” however, and to the need to attract such migrants to ensure continuing innovation and international competitiveness, the underlying impression conveyed is of a relatively small elite, covering perhaps persons with doctorates, researchers, and high-level engineers. With few exceptions, however, the available data on migration of skilled people correspond to the individuals with university degrees only.

Only recently have selected studies focused on specific groups of highly skilled workers, such as doctors and nurses,⁸ PhD holders and IT engineers⁹ and inventors.¹⁰ Following this avenue of research, WIPO’s project focuses on the international mobility of high-tech workers, i.e. inventors applying for PCT patents, and complements the above-mentioned literature. As asserted elsewhere, a huge heterogeneity even among skilled workers may remain, and it is therefore worth examining the specific case of one of the most skilled sub-groups of workers.

Indeed, in the Docquier and Marfouk (2006) dataset mentioned above, the overall share of immigrant population over the native working-age population (25 years and older) was around 1.8 per cent in 2000 (census data); while it stood at 1.1 per cent for the unskilled population, 1.8 per cent for the population with secondary education, and 5.4 per cent for the population with tertiary education. Inventors appear to be, broadly speaking, more mobile. Migrant inventors constituted 4.91 per cent of PCT patent applications in 1990, 8.62 per cent in 2000, and 9.83 per cent in 2010, reflecting the high importance of international migration among the skilled and educated. Further,

⁸ A. Bhargava, E. Docquier, and Y. Moullan, Modeling the effects of physician emigration on human development, *Economics & Human Biology*, 9(2): 172-183; A. Bhargava and F. Docquier, AIDS pandemic, medical brain drain and economic development in sub-Saharan Africa, *World Bank Economic Review*, 22, 345-366.

⁹ F. Docquier and H. Rapoport, documenting the brain drain of ‘la crème de la crème’: Three case studies on international migration at the upper tail of the education distribution, *Journal of Economics and Statistics*, 229 (6): 679–705.

¹⁰ A. Agrawal, D. Kapur and J. McHale, “How do spatial and social proximity influence knowledge flows? Evidence from patent data,” *Journal of Urban Economics* 64: 258-269; Agrawal, A., Kapur, D., McHale J. and Oettl A., (2011). “Brain drain or brain bank? The impact of skilled emigration on poor-country innovation,” *Journal of Urban Economics* 69: 43-55; Kerr, W.R., (2008). “Ethnic Scientific Communities and International Technology Diffusion,” *The Review of Economics and Statistics*, 90(3): 518-537; Oettl, A. and Agrawal, A., (2008). “International labor mobility and knowledge flow externalities,” *Journal of International Business Studies* 39: 1242-1260.

these patent application rates are especially large for countries such as Switzerland (35.86 per cent), the United States of America (17.76 per cent) and the Netherlands (12.47 per cent).

Following this line of enquiry, the WIPO research project contributes to the knowledge and empirical evidence around the links between migration and patent applications by focusing on the upper tail of the skills distribution.

A second topic which has been largely neglected is the potential relationship between IP rights and the international mobility of talent, with two-way causality. IP protection may affect the decisions of scientists and engineers about where to exercise their profession, in light of the degree of protection of their scientific and technological output. In this sense, changes in the level of IP protection may influence the outward flows of inventors, or the number of returnees, thereby ameliorating the damaging effects of the brain drain. Conversely, outward migration of knowledge workers can impact the effectiveness of the IP system in reaching its goals of promoting innovation in their home countries and international technology transfer. Broadly speaking, migrants have been shown to influence the quality of public and private institutions of their country of origin, among which IP protection and its effect on innovation are pivotal.

6. Recommendations for the 2013 High-level Dialogue

WIPO recommends that the 2013 HLD recognize the importance of the international mobility of skilled and knowledge workers for development at the interface of migration and development, and take this into account in guiding the international system in its future work.

CHAPTER

28

**World Meteorological
Organization**



WMO OMM

World Meteorological Organization

As a UN specialized agency, the World Meteorological Organization (WMO)¹ is the UN system's authoritative voice on the state and behaviour of the Earth's atmosphere, its interaction with the oceans, the climate it produces and the resulting distribution of water resources. As weather, climate and the water cycle know no national boundaries, international cooperation at a global scale is essential for the development of meteorology and operational hydrology, as well as to reap the benefits from their application. WMO provides the framework for such international cooperation.

Through its technical and scientific programmes, WMO helps to document climate change and natural hazards, two of the drivers, multipliers and accelerators of migration, which can both be a setback to and an advancement of development.² The priority of WMO is to protect the lives, property and livelihoods of people through climate services information and disaster risk reduction activities. Climate data and products, such as climate monitoring bulletins, climate indices for sector-specific applications and seasonal climate outlooks, provide tools for use in decision-support systems related to both migration and development.

1. Migration and development activities since the 2006 High-level Dialogue

Since 2006 WMO has regularly produced authoritative publications and statements contributing to an improved understanding of climate change and its impacts, as reflected, for instance, in the UN Secretary General's remarks to the Security Council on the Impact of Climate Change on International Peace and Security (New York, 20 July 2011):

“... The facts are clear: climate change is real; it is accelerating in a dangerous manner; and it not only exacerbates threats to international peace and security, it is a threat to international peace and security.

... Extreme weather events continue to grow more frequent and intense in rich and poor countries alike, not only devastating lives, but also infrastructure, institutions, and budgets – an unholy brew which can create dangerous security vacuums.

¹ Established in 1950, WMO became the specialized agency of the United Nations in 1951 for meteorology (weather and climate), operational hydrology and related geophysical sciences. WMO had its origins in the International Meteorological Organization (IMO), which was founded in 1873. WMO has a membership of 191 Member States and Territories (as of January 2013).

² See the outputs of such programmes in the successive Assessment Reports and Special Reports of the Intergovernmental Panel on Climate Change (IPCC), which received the Nobel Peace Prize in 2007: www.ipcc.ch/publications_and_data/publications_and_data_reports.shtml#1 and [www.ipcc.ch/publications_and_data_reports.shtml#2](http://www.ipcc.ch/publications_and_data/publications_and_data_reports.shtml#2).

... Around the world, hundreds of millions of people [are] in danger of going short of food and water, undermining the most essential foundations of local, national, and global stability.

... Competition between communities and countries for scarce resources – especially water – [is] increasing...exacerbating old security dilemmas and creating new ones.

Environmental refugees [are] reshaping the human geography of the planet, a trend that [will] only increase as deserts advance, forests [are] felled, and sea-levels [rise].”³

The WMO-led initiative of setting up and implementing the Global Framework for Climate Services (GFCS) has continued to inform decisions and understanding relative to migration and development activities worldwide. The extraordinary session of the World Meteorological Congress held in Geneva from 29 to 31 October 2012 approved a resolution establishing the Intergovernmental Board on Climate Services to implement the Global Framework for Climate Services. Migration will be one of the key user sectors of climate services, especially in a changing climate, as both climate change and the responses to the impacts of climate change will impact on population movements and population distribution.⁴

The disaster risk reduction activities of WMO have been integrated and coordinated with other international, regional and national organizations, including the UN Development Programme (UNDP), the UN Environment Programme (UNEP) and the UN Office for Disaster Risk Reduction (UNISDR). WMO currently coordinates the efforts of the National Meteorological and Hydrological Services (NMHSs) to mitigate human and property losses through improved forecast services and early warnings, as well as risk assessments, and to raise public awareness. Natural hazards can have a major impact on population distribution and on national development. Early warning systems are one effective way of minimizing the impacts of natural hazards.

Disaster risk reduction (DRR) remains a priority for WMO members and NMHSs. The implementation of the Hyogo Framework for Action by national governments is leading to changes in national DRR policies, as well as legal and institutional frameworks, with implications for the role, responsibilities and new working arrangements for NMHSs.⁵ These changes provide opportunities such as increased recognition of NMHSs by their

³ See the full transcript on www.unep.org/newscentre/default.aspx?DocumentID=2646&ArticleID=8817.

⁴ Extraordinary session of the World Meteorological Congress held in Geneva from 29–31 October 2012 www.unisdr.org/we/inform/events/29002.

⁵ The Hyogo Framework for Action is the first plan to explain, describe and detail the work that is required from all different sectors and actors to reduce disaster losses. It is a 10-year plan to make the world safer from natural hazards, endorsed by the UN General Assembly in the “Resolution A/RES/60/195” following the 2005 World Disaster Reduction Conference.

governments and stakeholders, which can result in strengthened partnerships and increased resources.

WMO works with partners such as UNEP, UNDP and UNISDR in the documentation of national policies and regulatory frameworks and the roles of NMHSs, and in the development of relevant partnership agreements and alliances (regional and global) through avenues such as the Global Platform on Disaster Risk Reduction. Disasters, especially floods and droughts, have a major impact on migration and development, and migration can, in turn, place more and more people at risk, as those who migrate often move to socioeconomic areas where there are greater risks of disasters – for example, floodplains. As populations grow, the movement to coastlines and urban areas also increases the number of people at risk of weather- and water-related disasters. Policymakers need to keep the impacts of climate variability and change on the locations and density of populations in mind when making decisions regarding future development.⁶

The WMO Climate Services Information System routinely generates climate information, including data, diagnostics, assessments, monitoring, predictions, projections, and others, that users need for a broad range of climate-sensitive decisions at different levels. WMO issues consensus-based El Niño and La Niña updates with climate information that can contribute to the planning of migration and development efforts.⁷

Through its Hydrology and Water Resources Programme, WMO has continued to promote water-resources assessment, and provides the forecasts needed to plan water storage, agricultural activities and urban development. It currently supports an integrated, multidisciplinary approach to water resources management. The availability of water resources is a significant factor in national development. For example, the Associated Programme on Flood Management provides guidance and advice with respect to integrated flood management, an approach in which consideration is given to the positive, as well as negative, aspects of floodwaters and to the valuable resource represented by the flood plains that these waters occupy on occasion.⁸

All of the aforementioned activities provide scientifically sound, user-orientated data, information and services on which to base planning, design and operational decisions in support of urban and rural development and, in particular, to respond to changes in migration patterns driven by a range of factors. GFCS, focusing on aspects of health, agriculture, water and disaster risk reduction (all factors influencing migration), has established an implementation plan which will provide a range of outcomes over the short, medium and long term.⁹

⁶ The work can be downloaded from www.wmo.int/pages/prog/drr/documents/2012.07.05-WMODRRWorkPlan2012-2015.pdf.

⁷ For more information about the activities of WMO, visit www.wmo.int/pages/themes/climate/index_en.php.

⁸ The official website of the Associated Programme on Flood Management is www.apfm.info.

⁹ The GFCS implementation plan is available for download from www.wmo.int/gfcs/site/documents/GCFSPv2.pdf.

2. Support provided to the Global Forum on Migration and Development

Despite the increasing interconnections between weather, climate and human mobility, there has so far been no direct relationship between the work of WMO and the GFMD.

3. Identified good practices

WMO, through the technical standards and guidance material it develops, has promoted best practices in the use of weather, climate and water data and services. It is essential that weather, climate and water information is factored into migration and development-related decision-making at all levels. This often requires capacity development and some strategic investments in infrastructure, especially observing systems, to provide high-quality data which enable the monitoring and prediction of environmental changes and support the development and delivery of services and products.

One identifiable good practice is the Global Framework for Climate Services, which aims at:

- (a) Reducing the vulnerability of society to climate-related hazards through better provision of climate services;
- (b) Advancing the key global development goals through better provision of climate services;
- (c) Mainstreaming the use of climate information in decision-making; promoting better uptake, understanding and awareness of the need for climate information and climate services; and demonstrating the value of the services in socioeconomic, safety and sustainability terms;
- (d) Strengthening the engagement of providers and users of climate services. Building relationships between providers and users of climate services at both the technical and decision-making levels;
- (e) Maximizing the utility of existing climate service infrastructure; improving coordination; and strengthening and building this infrastructure, where needed.

Capacity development is one of the key focus areas of WMO, and the availability of technical supporting documentation, guidance and advice is essential to building the capabilities of NMHSs. For example, the Associated Programme on Flood Management has established a help desk which provides access to both “Get help” and “Help yourself” capacity development components.¹⁰

¹⁰ The APFM Helpdesk is at www.apfm.info/helpdesk.htm.

4. Challenges identified in carrying out WMO work

To invest in capacity development to better use available weather, climate and water data, and products and services in infrastructure development and management, especially observing systems, is not an obvious decision when other serious challenges, such as health, food security, access to water, among others, are faced, and funds are needed by vulnerable populations, especially migrants. In this respect, more solid demonstrations of the socioeconomic returns on such investments are needed.

The collection of basic weather, climate and water data and information is a major challenge for NMHSs. There has been a significant decline in the meteorological and hydrological networks operated in most countries, but particularly in those operated by the developing countries. These basic data and information are the foundations for the provision of meteorological, climatological and hydrological services that support safety of life and sustainable development.

NMHSs also face increasing demand and liabilities related to the provision of products and services to larger and more diverse groups of DRR stakeholders (for example, government authorities, public and private sectors, NGOs, general public and media, and others) who have direct responsibilities for DRR decision-making.

5. Gaps evident within the migration and development sphere

WMO has observed a serious lack of availability, knowledge and use of information about weather, climate and water in migration and development policymaking.

6. Recommendations for the 2013 High-level Dialogue

The HLD in 2013 should strengthen multidisciplinary and cross-cutting approaches to tackle migration and development-related issues, integrating all dimensions of sustainable development in a coherent manner.

The HLD should stress the need for the delivery of data, information and products collected in a robust manner, using the most appropriate technology and best scientific understanding as inputs to decision-making in regard to weather, climate and water factors that impact on migration and development, in particular, the impacts of climate variability and change in these areas.

Disasters have significant impacts on migration and development. The HLD should encourage a pro-active, risk management approach to disaster management that supports the development and implementation of end-to-end systems which recognize and address issues associated with migration and development.

CHAPTER

29

The World Bank



THE WORLD BANK

The World Bank

The World Bank¹ is a vital source of financial and technical assistance to developing countries around the world. The overarching mission of the World Bank Group (WBG) is a world free of poverty. The WBG has established ambitious but achievable goals to anchor its overarching mission and galvanize international and national efforts in this endeavour. The first goal is to end extreme poverty. The target for this goal is to reduce the global extreme poverty rate to 3 per cent by 2030. The second goal is to promote shared prosperity, which entails fostering income growth of the bottom 40 per cent of the population in every country. Ending extreme poverty within a generation and promoting shared prosperity must be achieved in such a way as to be sustainable over time and across generations. This requires promoting environmental, social and fiscal sustainability.

The Bank approaches migration from a development perspective. Its migration work programme has grown rapidly in the last decade,² and focuses on the determinants of migration; the impact of migration and remittances on economic growth and development; brain drain; temporary movements of people; the link between trade, foreign direct investment (FDI) and migration; social protection and governance. The increasing commitment to international migration can be seen in the expanded research programme, international consultations on migration issues, regional studies on the impact of migration and support for improved handling of remittances by clients' financial systems.³ The Bank is now considered the leader in the area of remittances. Its research on skilled migration is widely recognized. The Bank was also the first to highlight that South–South migration may be larger than South–North migration. The Bank is the main source of data on remittances, skilled migration and bilateral migration. The *Migration and Remittances Factbook* is a bestseller in the migration literature.⁴ The Bank's migration blog also has a wide following.⁵

¹ The World Bank was founded in 1944 with the aim to facilitate the reconstruction process after World War II. The Bank has evolved from a single entity to a Group composed of five related institutions: the International Bank for Reconstruction and Development, the International Development Association, the International Financial Corporation, the Multilateral Investment Guarantee Agency and the International Center for Settlement of Investment Dispute. The primary goal of the Bank is reducing poverty and facilitating shared prosperity. For further details about the mandate and work of the World Bank, see <http://go.worldbank.org/3QT2P1GNHO>.

² The importance of international migrant remittances was first highlighted in Chapter 7 of the flagship report *Global Development Finance 2003*, with remittances estimated to be more than twice the size of official aid and more important relative to other sources of capital flows (and even exports) for many poor countries.

³ The Bank's work programme on migration and remittances has expanded geographically and thematically, covering research, economic and sector work, advisory services and technical assistance, remittances, diaspora, advocacy and knowledge.

⁴ The *Migration and Remittances Factbook* is available online at <http://econ.worldbank.org/WBSITE/EXTERNAL/EXTDEC/EXTDECPROSPECTS/0,,contentMDK:21352016~pagePK:64165401~piPK:64165026~theSitePK:476883,00.html>.

⁵ The Bank's migration blog is found at <http://blogs.worldbank.org/peoplemove>.

1. Migration and development activities since the 2006 High-level Dialogue

Research

The World Bank research programme on migration aims to identify and analyse the development impact of migration, and to identify policies, regulations, and institutional reforms, in both receiving and sending countries, that will lead to superior development outcomes. Areas of research include host country and sending country migration policies; the impacts of migration, the brain drain and diaspora on human capital; fertility; productivity growth; provision of health-care services; and institutional development. Complementing this is an active work programme on remittances that aims to improve existing remittance data, reduce transaction costs and enhance the integrity of money transfer systems. For example, in partnership with the Commonwealth Secretariat, the World Bank organized a technical meeting in December 2012 to discuss the new definition of remittances under the *Balance of Payments Manual 6* for Caribbean countries.

International migration has figured prominently in several publications over the past few years,⁶ including the *Global Economic Prospects* (GEP) and several regional flagship reports on migration. *GEP 2006: Economic Implications of Remittances and Migration* examined the benefits of migration for origin and destination countries, and provided a menu of options to reduce remittance costs and leverage the benefits of remittances at the household and country levels. A regional report entitled *Shaping the Future: A Long-Term Perspective of People and Job Mobility for the Middle East and North Africa* (2009) found that there would be large demographic and labour force imbalances, which may lead to a sharp acceleration of job and labour mobility. It developed a policy framework to help sending and receiving countries start preparing now to weather future imbalances. An edited volume entitled *Migration and Poverty: Toward Better Opportunities for the Poor* (2010) summarized recent research from Albania, Nepal, Nicaragua and Tanzania on the bidirectional linkages between international migration and poverty. Another volume, *Migration and Skills: The Experience of Migrant Workers from Albania, Egypt, Moldova, and Tunisia*, aims to unravel the complex relationship between migration and skills development based on case studies of potential and return migrants.

Surveys of migration and remittance behaviour at the household level have been undertaken in recent years in Brazil, Burkina Faso, Ghana, Kenya, Nigeria, the Pacific

⁶ Examples of these publications include *Global Development Finance 2003*; *Global Economic Prospects 2006: Economic Implications of Remittances and Migration*; *International Migration, Remittances, and Brain Drain*; *Remittances: Development Impact and Future Prospects*; *The International Migration of Women*; *International Migration, Economic Development and Policy*, a chapter in the upcoming *World Development Report*; regional studies in East Asia and the Pacific, Europe and Central Asia, and Latin America and the Caribbean; and over 60 working papers, many of them published in leading academic journals. A complete list of publications is found at www.scribd.com/collections/3454104/Migration-Remittances.

Islands, Senegal, South Africa, Uganda and Kerala, India. Resources have been devoted to general equilibrium modeling of the gains from migration, as well as the development of data sets covering high-skilled emigration, a separate data set on physicians, total migration stocks and bilateral migration and remittances. The ongoing research programme covers linkages between FDI, trade and migration; the role of networks and diasporas in international migration patterns and outcomes; the analysis of household surveys; the design of optimal temporary migration policies; remittance stability and stabilization impacts; brain drain and institutions; internal and international migration in several countries; brain drain and productivity; and the medical brain drain.

Research on the global financial crisis has resulted in a special issue of the journal *Migration Letters* entitled “Remittances and the Global Financial Crisis,” where a collection of cases from around the world is presented for an understanding of the immediately felt effects of the crisis. In 2011 the World Bank issued several books related to migration, including *Migration and Remittances during the Global Financial Crisis and Beyond*.

The Bank has recently conducted a global survey of 114 central banks worldwide (33 of which are in Africa) to better understand how central banks and other national institutions regulate and collect data and other information on cross-border remittance flows. The Bank has also conducted several bilateral remittance corridor analyses, most recently on remittance flows from the United Kingdom, United States of America and South Africa to Uganda, and the Qatar–Nepal remittance corridor.

The Bank undertook policy-oriented research on innovative financing instruments (for example, diaspora bonds) through which the developing world’s diasporas could invest their billions of dollars of savings in their homelands, published in *Foreign Policy* (24 May 2011). The edited volume *Innovative Financing for Development* outlines various recent innovations in international finance that allow developing countries to tap global capital markets, including by leveraging migration and remittances for development and infrastructure projects.

A major study of migration in Africa was conducted during FY 2009–2011, together with the African Development Bank. A number of surveys were conducted as part of this project – household surveys in six African countries (Burkina Faso, Kenya, Nigeria, Uganda, Senegal and South Africa),⁷ surveys of remittance service providers in Africa and key destination countries, a global survey of central banks, and surveys of embassies and diaspora associations, among others. A regional flagship report, *Leveraging Migration for Africa: Remittances, Skills, and Investments*, and two companion volumes, *Diaspora for Development of Africa* and *Remittance Markets in Africa*, have been published.⁸

⁷ A copy of the survey report is available at http://siteresources.worldbank.org/EXTDECPROSPECTS/Resource/476882-1157133580628/Plaza_Navarrete_Ratha_MethodologicalPaper.pdf.

⁸ The regional flagship report may be downloaded from <http://econ.worldbank.org/WBSITE/EXTERNAL/EXTDEC/EXTDECPROSPECTS/0,,contentMDK:21681739~pagePK:64165401~piPK:64165026~theSitePK:476883,00.html>.

The data on the six household surveys conducted for the project are available publicly through the Bank's open micro-data platform.

In 2012 the WBG published the *Guidance Report for the Implementation of the CPSS–World Bank General Principles for International Remittance Services*. In addition to the aforementioned studies and reports, the World Bank has been producing the Migration and Development Brief, a series providing analysis and discussion of migration- and remittance-related issues across the globe.

Economic and sector work

Economic and sector work on migration and remittances has been undertaken in several regions, including: (a) regional studies on Latin America and the Caribbean, Eastern Europe and Central Asia, the Middle East and North Africa, and East Asia and the Pacific; (b) prospective diagnostic studies on good practices and the capacities of governments to manage migration; and (c) country assistance strategies in Albania, Bangladesh, the Republic of Moldova, Nepal, the Philippines, South Africa and Tajikistan, among others.

Following up on the completion of the Europe and Central Asia region's flagship report on migration and remittances in 2007, the Bank is exploring ways to mainstream work on migration across the full suite of its advisory services and analytical products. Since 2005, migration has been integrated into the Republic of Moldova's country economic memoranda (CEMs). At present, migration and remittances are being included in the ongoing CEMs for Albania, the Republic of Moldova, and Tajikistan. Migration was also covered in a chapter of the report "Albania Poverty Assessment." The Bank has also produced two stand-alone analytical projects on migration: (a) a paper documenting migration patterns in Central and Eastern European countries; and (b) a separate report looking at the last 20 years of transition, analyzing the state of play of migration and migration policy in Western Europe, as well as Central and Eastern Europe and the CIS countries, and considering the demographic challenge that many of these countries face and some of the possible implications for growth.

The majority of the Bank's migration-related work in the Middle East and North Africa (MENA) region was undertaken in the context of an extensive European Commission Trust Fund agreement on migration from North Africa to Europe between 2007 and 2010.⁹ The areas of research included: (a) remittance impact evaluation (utilizing household data), consisting of several studies on the impact of remittances on work incentives and labour supply, poverty, inequality and household decisions impacting

⁹ This was a three-year agreement with the overall objective of understanding "Euromed" migration and identifying and supporting policies which could maximize welfare gains for migrants and the countries involved. The programme of activities was substantial, entailing some 20 technical papers and reports, as well as two dissemination seminars, and involved substantial research, analysis and policy recommendations.

children; (b) return migration studies;¹⁰ (c) European case studies to understand the institutional framework for migration and the consequences of this for migrants, their characteristics and their overall living conditions, conducted in three major receiving countries (France, the Netherlands and Spain) for migrants from the Maghreb; and (d) consequences of migration from the Maghreb to EU countries, quantifying the effect of ageing on European countries, discussing the potential impacts of immigration flows from MENA to the EU region on tax rates, productivity, GDP–GNP levels and demographic variables in both regions.

World Bank efforts to improve migration data include developing the most comprehensive database on skilled migration to date, based on census and survey data from OECD countries and, in collaboration with the UN Population Division (UN DESA), – a bilateral matrix of global migration stocks, including South–South migration and various extensions along gender and age dimensions. Migration and remittance-focused surveys of households, central banks, remittance service providers, embassies and diaspora organizations have been conducted as part of the project. The World Bank has also carried out evaluations of the development impact of seasonal worker programmes in the Pacific, and two major regional studies (in East Asia and the Pacific and in South Asia) of cross-border labour mobility, remittances and development from 2010 to 2012.

Advisory services and technical assistance

Advisory services and technical assistance are being provided in different regions. The Bank’s African Diaspora Program supported African governments in developing policies to engage their diaspora communities, while its Future of African Remittances Program is designed to reduce the cost of remittances. The Bank launched a Migration and Remittances Peer-Assisted Learning Network (MiRPAL) in Central Asia to facilitate exchange of information between practitioners and provide technical assistance in data collection and policy support. As part of this initiative, the World Bank produced “Migration and Remittances in Europe and Central Asia” profiles in 2011.¹¹

The Bank-supported Marseille Center for Mediterranean Integration is studying the experiences of migration management interventions and the portability of social benefits for migrants. In June 2010 the World Bank, in partnership with the European Commission, the African Development Bank and IOM, assisted the African Union Commission in creating an African Institute for Remittances. The World Bank has also launched the Future of African Remittances Program, designed to reduce the cost of remittances, increase the availability of financial products linked to remittances and increase the flow of remittances through formal channels. The International Finance

¹⁰ Utilizing data from the European University Institute (EUI), the studies evaluated entrepreneurship among return migrants to Maghreb, and pre- and post-migration well-being of returned migrants, measured through financial and non-financial variables. EUI data covered Algeria, Morocco and Tunisia.

¹¹ The profiles are available from www.worldbank.org/eca/mirpa.

Corporation has provided USD 30 million debt financing for an innovative funding approach that leverages the significant remittances of El Salvadorans working abroad to increase lending to micro-entrepreneurs and low-income people in that country.

Remittances

The Bank publishes a comprehensive data set on remittance flows across the world, as well as monthly remittances data for 22 countries and remittance prices for 200 remittance corridors (from 29 major remittance-sending countries to 86 receiving countries). The *Migration and Remittances Factbook 2011* updates the popular 2008 edition with additional data for 71 countries. The fact book provides a comprehensive picture of emigration, skilled emigration, immigration and remittance flows for 210 countries and 15 country groups, drawing on authoritative, publicly available data.

The work programme on remittances focuses on how to improve existing remittance data, reduce transaction costs, increase competition, enhance the integrity of money transfer systems and link remittances with savings and investment products, as well as on the securitization of future remittances and the issuance of diaspora bonds. The Bank worked with the African Union and the European Commission to create the African Institute for Remittances. General Principal Assessments of Remittances have been undertaken in Liberia, Malawi and Tanzania. The World Bank was an active participant in the second High-level Roundtable on Reducing the Cost of Remittances in the Pacific (July 2008).

Following the successful launch of the book *Innovative Financing for Development* in October 2008, the World Bank has been assisting countries in mobilizing resources from their diasporas via diaspora bonds. The Bank organized a session on remittances at the Small States Forum at the World Bank–IMF Annual Meetings in October 2009.

The World Bank's key initiatives and research programmes on migration and remittances focus on:

- (a) Assisting countries in improving the collection of data on migration and remittance flows;¹²
- (b) Strengthening the links between remittances and financial access for migrants and remittance recipients, and enhancing the integrity of money transfer systems;
- (c) Measuring the global average cost of remittances through its Remittance Prices Worldwide, a database that serves as a tool for monitoring progress towards the G20's "5x5 Objective."

¹² The Bank publishes a comprehensive data set on annual remittances (inflows and outflows), monthly remittances to selected countries and estimates of bilateral migration and medical "brain drain" for over 200 countries.

- (d) Chairing the Global Remittances Working Group formed in 2008 at the request of G8 countries in order to coordinate global activities on remittances;
- (e) Creating an enabling environment for the reduction of remittance prices by helping to improve the infrastructure for domestic and cross-border payments, remove legal barriers to the development of sound remittance markets and foster market competition;¹³
- (f) Advocating for reducing remittance costs, in collaboration with the G20. The Bank monitors remittance prices for 200 major remittance corridors via the World Bank Remittance Price Database.¹⁴

Some examples of World Bank activities include:

- (a) *Send Money Home to Asia*, a project collaboration with the International Fund for Agricultural Development (IFAD), which produced a report featuring 27 country profiles and 6 innovative cases of remittance services and technology in Asia (including Afghanistan, Bangladesh, Cambodia, Nepal and Tajikistan).
- (b) *Creation of the remittance price database "Send Money Africa,"* which allows migrants to compare the costs of remittances from 16 sending countries to 28 receiving countries (including the Democratic Republic of the Congo, Ethiopia, Kenya, Liberia, Malawi, Mali, Mozambique, Rwanda, Sierra Leone, Somalia, Tanzania, Uganda and Zimbabwe), for a total of 54 "country corridors," including intra-African ones. This database enhances the transparency in the market and provides migrants with reliable data on the cost of transferring money. It allows the identification of those corridors with higher costs, opening the opportunity to donors and governments to intervene more precisely in the most critical areas.
- (c) *Comprehensive reform of the national payments system* in Afghanistan, Bangladesh, the Democratic Republic of the Congo, Ethiopia, Nepal and Occupied Palestinian Territory.
- (d) *Technical assistance on large-value and retail payment systems* in Burundi, Kyrgyzstan and Sierra Leone.
- (e) *Technical assistance on the legal, regulatory and oversight frameworks* for payment and settlement systems in Mozambique, Sierra Leone and Tajikistan.
- (f) *Technical assistance in the area of credit reporting* in Haiti and Kenya.

¹³ In FY 2013 the WBG assisted more than 20 countries worldwide, including Indonesia, Liberia, Nicaragua and Samoa, in implementing policy, technical and regulatory reforms aimed at improving the remittance market for consumers.

¹⁴ The database can be accessed at <http://remittanceprices.worldbank.org>.

Diaspora

Diasporas can be an important source of trade, capital, technology and knowledge for countries of origin and destination. To discuss these possibilities, the Bank hosted an international conference in Washington, D.C. in July 2009 which was attended by more than 200 participants. In September 2009 it hosted an international research conference in Washington, D.C. that brought together more than 100 academics and researchers to discuss the development impact of migration. The book *Diaspora for Development in Africa* aims to consolidate research and evidence on these issues, with a view to formulating policies in both sending and receiving countries.¹⁵

The G20 Cannes Declaration and the Gates Report in 2011 noted the role that diaspora bonds can play in mobilizing resources for development. The Bank is engaged with some developing country governments to implement diaspora bonds. A World Bank Group-wide Task Force on the Implementation of Diaspora Bonds has been formed. Such innovative financing instruments are attracting increased interest from developing countries in the financing of the post-2015 development goals.

Advocacy

The World Bank has been actively engaged in efforts to develop global policy coherence on the treatment of migration via greater partnerships and coordination. It co-chaired with the Bank for International Settlements a task force for the international coordination of remittance payment systems. Along with several other international organizations, the World Bank is a member of the GMG. It has also provided technical inputs to the G20 Study Group on Labor Mobility and Demographics and contributed to a paper for the G20 meeting in September 2009 featuring remittances.

In July 2008 the G8 countries at the Hokkaido Toyako Summit invited the World Bank to facilitate and coordinate a Global Remittances Working Group (GRWG). GRWG is a multi-year platform aiming to facilitate the flow of remittances by providing guidance and policy options to the global community. The working group has set a goal of reducing the cost of remittances by five percentage points in five years. The working group's recommendation received strong support at the G8 Heads of State Summit in L'Aquila in June 2009. Going forward, the GRWG will also address other key areas, such as interactions with migration and development and access to finance.

The GRWG has built a work programme around four thematic areas: (a) data; (b) interconnections between migration and development, and policy; (c) payment and market infrastructure; and (d) remittance-linked financial products and access to finance.

¹⁵ *Diaspora for Development in Africa* may be downloaded from http://siteresources.worldbank.org/EXTDECPROSPECTS/Resources/476882-1157133580628/DfD_FullReport.pdf.

Knowledge

The World Bank has established a multi-donor trust fund to implement the Global Knowledge Partnership on Migration and Development (KNOMAD).¹⁶ This initiative will provide a space for analysing complex issues and some of the under-researched questions. It will strive to complement, but not replace or replicate, migration activities of existing institutional mechanisms. The multidisciplinary work of KNOMAD, drawing on global expertise, will supplement a growing agenda on migration and development within the World Bank, GMG agencies and international processes such as the Global Forum on Migration and Development (GFMD). KNOMAD will also build on and strengthen existing knowledge networks on migration to foster South–South knowledge exchanges and deepen collaboration with external think tanks, research centres, universities and professional networks.

KNOMAD aims to generate and synthesize knowledge on migration issues for countries, generating a menu of policy choices based on multidisciplinary knowledge and evidence, and providing technical assistance and capacity-building to sending and receiving countries for the implementation of pilot projects, evaluation of migration policies and data collection.

The WBG is closely involved in global partnerships to develop policy coherence on the treatment of migration, including active participation in the GMG and the GFMD. The World Bank is also committed to helping shape the post-2015 development agenda. The World Bank’s blog, “People Move,” remains a widely read blog on migration, remittances and development.

2. Support provided to the Global Forum on Migration and Development

The World Bank actively contributes to the work of the GFMD and is also an Observer of the Friends of the Forum. It was closely involved with the GFMD meetings in Brussels (2007), Manila (2008) and Athens (2009). It supported the Civil Society Days and the Government meetings in the fourth meeting in Mexico in November 2010. The Bank also contributed to the GFMD in Geneva in 2011 and in Mauritius in 2012. The World Bank is also contributing to the GFMD in 2013–14.

¹⁶ KNOMAD was launched on 19 April 2013 and is supported with funding from the Swiss Agency for Development and Cooperation and the German Federal Ministry of Economic Cooperation and Development.

Some of the Bank's contributions to the GFMD include:

- (a) GFMD 2007
 - (i) Coordinating partner in the round table discussions on increasing the macro-impact of remittances on development, together with the Governments of El Salvador, Portugal, the Republic of Moldova and Turkey.
- (b) GFMD 2009
 - (i) Contributions to round table discussions with the World Bank's 2009 Migration and Development Brief 11: "Migration and Remittance Trends 2009"¹⁷.
- (c) GFMD 2010
 - (i) Background paper: "Impact of migration on economic and social development: A review of evidence and emerging issues".
 - (ii) Presentation of the *Migration and Remittances Factbook 2011* and a side event.
- (d) GFMD 2011
 - (i) Presentation of the KNOMAD project at the Civil Society Days.
 - (ii) Presentation of the latest remittance trends at the Government Days.
 - (iii) Participation at the Abuja preparatory meeting entitled "From Evidence to Action Facilitating South–South Labour Migration for Development".
 - (iv) Presentation at the Bern preparatory meeting on labour mobility of the book *Diaspora for Development in Africa*.
 - (v) Co-organization of a migration and development policy assessment workshop (with IOM and the Swiss Government) in June 2011.
 - (vi) Presentation at the Moldova meeting, "Mainstreaming Migration into Strategic Policy Development" of the World Bank approach to linking migration and development, the MiRPAL Program, the Country Economic Memorandum and the joint World Bank–IOM mapping of the Moldovan diaspora.
- (e) GFMD 2012
 - (i) Joint preparation with IOM and IFAD of the background paper for the round table entitled "Supporting Migrants and Diaspora as Agents of Socioeconomic Change"¹⁸.
 - (ii) GFMD preparatory workshop entitled "Factoring Migration into Development Planning" in June 2012.
 - (iii) Co-organization with the GFMD Chair of the second High-level Forum and GFMD preparatory meeting, "Harnessing Diaspora Resources for Development in Africa" in Mauritius in June 2012, with a consultation session at that meeting on KNOMAD.

¹⁷ The fact book may be downloaded from <http://siteresources.worldbank.org/INTLAC/Resources/Factbook2011-Ebook.pdf>.

¹⁸ Background paper on Round table 1.2: "Supporting Migrants and Diaspora as Agents of Socioeconomic Change," World Bank, IOM, IFAD.

- (iv) Presentation entitled “Perspectives and Recommendations on Emerging Products and Tools – Session 1: Diaspora Bonds” at the GFMD preparatory meeting in June, 2012.
- (v) Presentation at a GFMD 2012 preparatory meeting in Brussels entitled “Promoting Policy Coherence for Development in International Migration Issues” in June 2012.
- (vi) Side event on migration and remittances outlook and KNOMAD during the GFMD 2012 in Mauritius.

3. Identified good practices

While international migration and remittances represent an important driver of social and economic development in labour-sending countries, pinpointing the impact of these phenomena on development is currently limited by the lack of standardized and comparable data on migration and remittances in many developing countries.

The World Bank team has learned the following lessons from its Africa Migration Project:

- (a) No one, including the leading international and national household survey experts, has ever developed a sampling framework that captures international migrants in a household survey in Africa. The national censuses in Africa only occur every 10 years, and the data on migrant households is usually unavailable.
- (b) Local research institutions have a greater knowledge of their country’s migration issues and patterns than international experts.
- (c) A combination of international household survey experts and local research institutions is the best formula for implementing household surveys on migration and remittances.

The survey tools piloted and developed under this project are now being used in household surveys in six countries in sub-Saharan Africa. They have been distributed to World Bank Country Teams in Bangladesh, India and Yemen. Outside the Bank, the survey tools have been used by universities and the Bureau of Statistics in Bangladesh and Sri Lanka.

4. Challenges identified in carrying out World Bank work

As part of the Africa Migration Project, the World Bank has identified the following challenges:

- (a) Designing a sampling frame that would include a sufficient number of migrant households. A major challenge in conducting a household survey on migration and remittances is the difficulty of knowing where migrant households are located. The national censuses are 10 years old and international experts on household surveys did not know at that time how to develop a sampling framework to include migrant households.
- (b) Capacity-building and quality control of local research institutions implementing the household surveys. Another challenge in conducting household surveys across six different countries in sub-Saharan Africa is quality control during the implementation phase of the survey, which proved to be time- and resource-consuming.¹⁹
- (c) Evaluation of the impacts of migration and remittances on development has been impaired by significant data gaps in sub-Saharan Africa and several developing countries. Data on international or intraregional migration are incomplete. Bilateral migration data are missing for several countries. Statistics on involuntary migration, believed to be widely prevalent in the Africa region, are even more unreliable. Data on remittances are also incomplete.

Some of the lessons from the Africa Migration Project are common to other regions.

5. Gaps evident within the migration and development sphere

With over 200 million international migrants and over 700 million internal migrants, migration is likely to continue being a critical issue for development. In the coming decades, demographic changes, persistent income disparities, declining communication and transportation costs and increasing access to information will strengthen the impetus towards migration. Climate change also has the potential to accentuate this. Although understanding the link between migration and development has attracted the interest of researchers and practitioners, there are substantial knowledge gaps that need to be filled, and policy-oriented information is missing. What exists today is a fragmented system of different networks and agencies in the economic, social and finance fields. There are big, open questions on international and internal migration

¹⁹ This involved training the local research institutions on how to implement the survey, sending the experts on household surveys to advise the local research institutions during the implementation phase, organizing two technical workshops on the household surveys and working day-to-day with the local research institutions on the implementation of the survey, quality control and sampling framework.

that affect all stakeholders and yet are not easily addressed by any one institution acting alone.

Remittances are one of the key channels through which migration affects development. Although various studies find that remittances reduce poverty and increase investment in human capital, there is also evidence that substantial remittance inflows can encourage dependency and may reduce the overall competitiveness of the economy through exchange rate appreciation.

The remittance landscape in the world is rapidly changing with the introduction of innovative, mobile money transfer and branchless banking technologies. While adoption of these technologies has been limited largely to domestic money transfers (in part because of concerns about money laundering and terrorist financing related to cross-border remittances), these technologies have the potential to vastly improve access to remittances and broader financial services, including low-cost savings and credit products for migrants and remittance recipients in developed and developing countries.

Skilled labour migration remains one of the most contentious and unsettled issues in the link between migration and development that needs serious policy-oriented work. There are other pressing gaps on migration and development that need to be addressed, chief among them are understanding: (a) the links between internal migration and its effects on destination communities, such as urban congestion; (b) the implications of migration on the household members and communities left behind; (c) the gendered differences of the impacts of migration (for example, remittance-sending behaviours, social impacts, human capital-building patterns, among others); and (d) the demographic patterns across developed and developing economies and the link with migration trends.

Governments can play a significant role in securing the benefits of migration by strengthening ties to diasporas, improving competition in remittance markets, designing educational policies in light of the challenges surrounding high-skilled emigration and providing information and protection for emigrant workers. However, limited fiscal and technical resources in origin countries constrain the effectiveness of such policies and reduce the gains from migration while exposing migrants to severe risks.

6. Recommendations for the 2013 High-level Dialogue

The outcomes of the High-level Dialogue (HLD) on International Migration and Development are expected to help set the global agenda on international migration for the rest of the decade, including defining the role of migration in the post-2015 development agenda. International migration has tremendous potential to improve development. Several governments are strengthening ties to diasporas, improving competition in remittance markets, and providing information and protection for emigrant workers. However, there is still a need for devising effective policymaking based on evidence on migration and development. Migration costs are still high for migrants and vary from country to country. Two concrete measures to enhance the benefits of migration are:

- (a) Strengthen the knowledge and evidence base and generate a menu of policy choices, ideally through multidisciplinary and collaborative evidence-based research.
- (b) Reduce the costs of migrating, including the costs of requisite documentation (visas, passports) and recruitment, both in sending and receiving countries.

Improving the gains from migration will require an understanding of where and how sending and receiving countries can intervene, given their different interests and policy constraints.

The Global Knowledge Partnership on Migration and Development (KNOMAD) initiative could contribute to achieving the recommendations of the HLD. For example, KNOMAD will draw on experts on migration and development from all parts of the world to synthesize existing knowledge and generate new knowledge for use by policymakers in sending and receiving countries. KNOMAD aims to generate a menu of policy options on different aspects of migration and development. Its outputs will include policy notes, data, research papers and books, conferences, capacity-building workshops, and pilot projects. The outputs will be widely disseminated as global public goods.



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