

## **COUNCIL**

### **108th Session**

#### **DRAFT REPORT ON THE**

#### **108TH SESSION OF THE COUNCIL**

Geneva

Tuesday, 28 November, to Friday, 1 December 2017

Rapporteur: Mr Evan Garcia (Philippines)



## CONTENTS

	Page
Introduction .....	1
Attendance.....	1
Opening of the session and credentials of representatives and observers.....	2
Report of the Chairperson of the Council .....	2
Election of officers .....	3
Adoption of the agenda .....	3
Status report on outstanding contributions to the Administrative Part of the Budget and Member State voting rights .....	3
Admission of new Members and observers .....	3
(a) Applications for membership in the Organization.....	3
(b) Application for representation by an observer State.....	4
(c) Applications for representation by observers .....	4
Report of the Director General.....	5
Global compact for safe, orderly and regular migration .....	5
Draft report on the 107th Session of the Council.....	8
Report on matters discussed at the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance .....	8
(a) Summary update on the Programme and Budget for 2017.....	8
(b) Programme and Budget for 2018.....	8
(c) Report on the privileges and immunities granted to the Organization by States.....	9
(d) Report on the Working Group on IOM–UN Relations and Related Issues.....	9
(e) Amendments to the Staff Regulations .....	10
(f) Other items discussed at the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance .....	10
(g) Reports on the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance.....	12

## CONTENTS (continued)

	Page
Keynote address: Mr Nana Addo Dankwa Akufo-Addo, President of Ghana (delivered by Mr Ignatius Baffour Awuah, Minister for Employment and Labour Relations, Ghana) ....	12
Panel discussion: Collaboration through innovative partnerships on promoting migrant integration and social cohesion .....	13
Panel discussion: World Migration Report 2018: Making sense of migration in an increasingly interconnected world .....	17
Panel discussion: Opportunities to address migration and climate change in the global compact for safe, orderly and regular migration .....	19
Keynote address: Mr Ismail Omar Guelleh, President of Djibouti (delivered by Mr Hassan Omar Mohamed Bourhan, Minister of Interior, Djibouti).....	22
Migrants' voices .....	23
General debate .....	24
Other business .....	27
Date and place of the next sessions .....	27
Closure of the session.....	28

List of acronyms

COP23	Twenty-third meeting of the Conference of the Parties to the United Nations Framework Convention on Climate Change
FAO	Food and Agriculture Organization of the United Nations
ILO	International Labour Organization
NGO	non-governmental organization
OHCHR	Office of the United Nations High Commissioner for Human Rights
OIC	Organization of Islamic Cooperation
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNISDR	United Nations Office for Disaster Risk Reduction
UNITAR	United Nations Institute for Training and Research
UNODC	United Nations Office on Drugs and Crime
UNRISD	United Nations Research Institute for Social Development
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization

## DRAFT REPORT ON THE 108TH SESSION OF THE COUNCIL

### Introduction

1. Pursuant to Resolution No. 1342 of 8 December 2016, the Council convened for its 108th Session on Tuesday, 28 November 2017 at the Palais des Nations, Geneva. Eight meetings were held.

### Attendance<sup>1</sup>

2. The following Member States were represented:

Afghanistan	Côte d'Ivoire	India	New Zealand	Sudan
Albania	Croatia	Iran (Islamic Republic of)	Nicaragua	Swaziland
Algeria	Cuba <sup>2</sup>	Ireland	Niger	Sweden
Angola	Cyprus	Israel	Nigeria	Switzerland
Argentina	Czechia	Italy	Norway	Tajikistan
Armenia	Denmark	Jamaica	Pakistan	Thailand
Australia	Djibouti	Jordan	Panama	The former Yugoslav Republic of Macedonia
Austria	Dominican Republic	Kazakhstan	Peru	Timor-Leste
Azerbaijan	Ecuador	Kenya	Philippines	Trinidad and Tobago
Bahamas	Egypt	Latvia	Poland	Tunisia
Bangladesh	El Salvador	Lesotho	Portugal	Turkey
Belarus	Eritrea	Libya	Republic of Korea	Turkmenistan
Belgium	Estonia	Lithuania	Republic of Moldova	Uganda
Benin	Ethiopia	Luxembourg	Romania	Ukraine
Botswana	Fiji	Madagascar	Rwanda	United Kingdom
Brazil	Finland	Malawi	Sao Tome and Principe	United States of America
Bulgaria	France	Malta	Senegal	Uruguay
Burkina Faso	Gabon	Mauritius	Serbia	Venezuela (Bolivarian Republic of)
Burundi	Georgia	Mexico	Sierra Leone	Viet Nam
Cabo Verde	Germany	Mongolia	Slovakia	Yemen
Cambodia	Ghana	Montenegro	Slovenia	Zambia
Canada	Greece	Morocco	Somalia	Zimbabwe
Chad	Guatemala	Mozambique	South Africa	
Chile	Guyana	Myanmar	South Sudan	
China	Haiti	Namibia	Spain	
Colombia	Holy See	Nepal	Sri Lanka	
Comoros	Honduras	Netherlands		
Cook Islands <sup>2</sup>	Hungary			
Costa Rica				

3. Bhutan, Indonesia, Kuwait,<sup>2</sup> Qatar, the Russian Federation, San Marino and Saudi Arabia were represented by observers.

<sup>1</sup> See List of participants (C/108/22).

<sup>2</sup> See paragraphs 14 and 19.

4. FAO, the ILO, OHCHR, UNAIDS,<sup>3</sup> UNDP, UNEP, UNESCO, UNFCCC,<sup>3</sup> UNFPA, UNHCR, UNISDR,<sup>3</sup> UNITAR, the United Nations, UNODC,<sup>3</sup> UNRISD, the UPU, WFP, WHO and the World Bank Group were represented by observers.

5. The African, Caribbean and Pacific Group of States, the African Union, the Conference on Interaction and Confidence Building Measures in Asia, the Eurasian Economic Commission, the European Public Law Organization, the European Union, the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies, the International Organization of La Francophonie, the Inter-Parliamentary Union, the League of Arab States, the OIC, the Parliamentary Assembly of the Mediterranean and the Sovereign Order of Malta were represented by observers, as were the following entities: Africa Humanitarian Action, AMEL Association International (Lebanese Association for Popular Action),<sup>3</sup> Amnesty International, Caritas Internationalis, the Community of Sant'Egidio, Initiatives of Change International, the International Air Transport Association, the International Catholic Migration Commission, the International Institute of Humanitarian Law, the International Islamic Relief Organization, the International Social Service, INTERSOS, the Jesuit Refugee Service, the Lutheran World Federation, Migrant Help, the Norwegian Refugee Council, the Refugee Education Trust, Save the Children, SOS Children's Villages International, United Cities and Local Governments, the Young Men's Christian Association and the Zoi Environment Network.

### **Opening of the session and credentials of representatives and observers**

6. The outgoing Chairperson, Mr John Paton Quinn (Australia), opened the session on Tuesday, 28 November 2017, at 10.05 a.m.

7. The Council noted that the Director General had examined the credentials of the representatives of the Member States listed in paragraph 2 and found them to be in order, and that he had been advised of the names of the observers for the non-member States, international governmental organizations and NGOs listed in paragraphs 3 to 5.

### **Report of the Chairperson of the Council**

8. The outgoing Chairperson of the Council said that his term of office had taken place during an eventful year, which had seen thematic and regional consultations on the global compact for safe, orderly and regular migration, efforts to reform the United Nations and ongoing activities to implement the Sustainable Development Goals, together with increasing displacement and growing numbers of irregular migrants in many parts of the world.

9. As part of his activities as Chairperson, he had visited two countries in South-East Asia, namely Indonesia and Thailand. During the visit to Thailand, he had, among other things, participated in the regional consultations on the global compact; visited IOM projects and met with IOM staff; had fruitful discussions with the Ministry of Foreign Affairs, including on the issue of privileges and immunities; and met with the Regional Director for Asia and the Pacific. The visit to Indonesia had included a high-level meeting at which he had encouraged Indonesia to join IOM and a visit to an IOM project in the field. His discussions with IOM field staff had shown that morale was high, that staff were proud of the Organization's field-based culture and

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<sup>3</sup> See paragraph 23.

that staff members had generally welcomed IOM joining the United Nations system. They had also expressed interest in happenings at Headquarters, particularly with regard to IOM–UN relations and budget reform. He suggested that, when they visited Headquarters, the Regional Directors should be asked to brief Member States on the situation in their regions, and that the members of the Bureau should also visit the different regions early in their terms.

### **Election of officers**

10. The Council elected the following officers:

Chairperson:	Ms Marta Maurás (Chile)
First Vice-Chairperson:	Mr Negash Kebret Batora (Ethiopia)
Second Vice-Chairperson:	Mr Carsten Staur (Denmark)
Rapporteur:	Mr Evan Garcia (Philippines)

### **Adoption of the agenda**

11. The Council adopted the agenda as set out in document C/108/1/Rev.2.<sup>4</sup>

### **Status report on outstanding contributions to the Administrative Part of the Budget and Member State voting rights**

12. The Administration reported that, since document C/108/5/Rev.1 had been prepared, Bangladesh, Denmark, Djibouti, Guatemala, Jordan, Solomon Islands, the Sudan, Turkey and the United Kingdom of Great Britain and Northern Ireland had made payments. The payment from the Sudan had restored that country's voting rights, resulting in 15 Member States without voting rights.

13. The Council took note of document C/108/5/Rev.1 and of the additional information provided by the Administration.

### **Admission of new Members and observers**

#### **(a) Applications for membership in the Organization**

14. The Council adopted by acclamation Resolutions Nos. 1343 and 1344 of 28 November 2017 and No. 1359 of 1 December 2017 admitting Cuba, the Cook Islands and Dominica, respectively, as Members of the Organization.

15. The representative of the United States of America dissociated her country from the consensus on the resolution admitting the Cook Islands as a Member of the Organization; under the Constitution, IOM Members must be States, which the Cook Islands was not. She nevertheless welcomed greater partnership with the Cook Islands on issues of mutual interest.

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<sup>4</sup> Unless otherwise specified, all documents and audiovisual presentations are accessible on the IOM website at [www.iom.int](http://www.iom.int).

16. The representative of Cuba thanked Member States for supporting his country's application for membership. Cuba was determined to work closely with the Organization and fellow Member States in the interest of fostering international dialogue and cooperation on the increasingly complex phenomenon of migration and of promoting respect for the dignity and well-being of migrants. It was committed to safe, orderly and regular migration that benefited those fleeing poverty, the impact of climate change and armed conflict, and other threats, in search of a decent life.

17. The representative of the Cook Islands emphasized the importance of migration for her country's sustainable development goals and border management and control. Her Government would welcome the opportunity to work with the Organization in designing targeted programmes and policies to facilitate safe labour migration; providing access to key resources for migrant workers in the Cook Islands, while protecting the rights of citizens; revising migration legislation and other legal instruments; and developing effective migration information systems.

18. The Director General welcomed Cuba, the Cook Islands and Dominica as new Members of the Organization. Cuba had hosted an IOM Office for some time; discussions could now take place on upgrading it and on other potential areas for cooperation and exchange of experiences. The Organization was also expanding its activities in the Pacific, and he looked forward to working with the Cook Islands as the eleventh Member in that region.

**(b) Application for representation by an observer State**

19. The Council adopted by acclamation Resolution No. 1345 of 28 November 2017 admitting Kuwait as an observer State.

20. The representative of Kuwait said that joining the Organization as an observer State would help to further consolidate the fast-developing ties between his country and IOM, which had grown out of both parties' sincere interest in humanitarian work. In cooperation with the IOM Office in Kuwait, and with the direct involvement of the Emir of Kuwait and the Director General, his Government would continue to support the Organization's goals and to mobilize its resources in the service of humanity.

21. The Director General welcomed Kuwait as a new observer State. The generous financial support provided by Kuwait and the long-standing efforts of the Emir to mobilize funds in support of numerous humanitarian causes were greatly appreciated.

**(c) Applications for representation by observers**

22. The Council had before it applications for representation by an observer from the Latin American and Caribbean Parliament, AMEL Association International (Lebanese Association for Popular Action), the United Nations Framework Convention on Climate Change, the Joint United Nations Programme on HIV/AIDS, the United Nations Office on Drugs and Crime, the United Nations Office for Disaster Risk Reduction, the United Nations Economic and Social Commission for Western Asia, and Partners in Population and Development.

23. The eight organizations were granted observer status at meetings of the Council in accordance with the terms of Resolutions Nos. 1346 to 1353 of 28 November 2017.



24. Representatives of AMEL Association International, UNFCCC, UNAIDS, UNODC and UNISDR thanked the Council for having accepted their organizations' applications for observer status and pledged to strengthen their cooperation with IOM. Each had a particular interest in key elements of the Organization's work, and their observer status would be of mutual benefit. Informal partnerships with IOM had already been in place for some time. Formalizing those relationships would help to strengthen them.

25. The Director General welcomed the new observers, whose presence would enrich and broaden the Council's dialogue on migration. Partnership with other associations and bodies, especially fellow agencies of the United Nations family, remained a top priority for IOM.

### **Report of the Director General**

26. The Director General complemented his report to the Council (C/108/19) with a slide presentation.

### **Global compact for safe, orderly and regular migration**

**Keynote address: Mr Miroslav Lajčák**, President of the United Nations General Assembly

**Ms Louise Arbour**, Special Representative of the Secretary-General for International Migration, United Nations

**Mr William Lacy Swing**, Director General, IOM

27. Mr Lajčák said that migration was part of humanity, and it was neither possible nor desirable to make it disappear. It had enriched societies, allowing artists and scientists to exchange ideas, and has influenced cuisines, cultures and languages. Without it, the world would be a much duller place.

28. While the phenomenon of migration was as old as humanity, it was happening in new ways. The larger the planet's population, the greater the possibility that people would migrate. Information and communications technology was changing every aspect of the migration process, from the initial decision to move, to building a life in a new community. The world was grappling with how to react and adapt to those new trends.

29. Some good work had already been done. The adoption of the New York Declaration for Refugees and Migrants in 2016 had been a major move towards international action in response to the changing nature of migration and the first step towards the kind of global framework that was so badly needed. As a truly global phenomenon, migration was far-reaching. Every country, every community, and every person had experienced migration in some way. Given that the United Nations had been set up to tackle such global phenomena, it defied logic that States had been attempting to address migration individually, with no framework in place to guide international cooperation. The New York Declaration – a bold, visionary commitment by all countries – was intended to change that, but more must be done. Commitments must be translated into results.

30. More pathways should be sought for regular migration, and the causes of irregular migration must be tackled. Women migrants must be protected and empowered to participate in finding local solutions to the problems they faced. The special needs of migrants in vulnerable situations must be addressed and efforts made to fight human smuggling. Cultures of stereotypes and xenophobia must be dismantled and replaced with tolerance and integration. Difficult structural and institutional changes would be needed to ensure that all those who left their homes enjoyed the same human rights as those who remained.

31. People often decided – or were forced – to migrate on an individual basis, but would subsequently interact with many other people and entities, from transport crews to border officials, recruitment staff and bank clerks to new neighbours. The response to migration must therefore be coordinated, not only among national governments but with a wide array of other partners at national, regional and international level, including local authorities, civil society, faith-based organizations, the media, regional organizations, international financial institutions and the private sector. The focus on partnership must be present throughout the entire process of negotiating, adopting and implementing the global compact.

32. IOM would be among the most important partners in that process. As a related organization within the United Nations system, it was uniquely positioned to strengthen the United Nations approach to international migration. With its years of experience of policymaking, advocacy and work in the field, IOM would play a crucial role as negotiations on the global compact began. Its position as co-lead organization of the Global Migration Group would facilitate the dissemination of information. In particular, IOM should help ensure that Geneva-based representatives of Member States of the United Nations and relevant organizations were adequately informed during the negotiations process.

33. Migration should not be considered only in terms of laws, policies and regulations. It should be measured by the people it affected, and people should be at the forefront of the coming discussions. Migrants were entitled to the same fundamental human rights as everyone else. The task of negotiating the global compact would not be easy, but it was vital that all concerned reach an agreement that was inclusive, effective and politically relevant. With current responses to international migration trends benefiting neither governments nor people, there was no choice but to persevere. The United Nations must lead the charge towards a global response to international migration, and its Member States must allow it the flexibility to do so.

34. Ms Arbour, outlining the next steps in the global compact process, said that recent events had demonstrated that countries remained ill-equipped to respond to the extreme vulnerabilities of people on the move, thereby illustrating the importance of the global compact. The consultations of the previous twelve months had highlighted the enormous opportunities presented by migration and underscored how greater international cooperation on the matter would enable millions of people around the world in countries of both origin and destination to reap the benefits. As the global compact was unlikely to be legally binding in nature, its success would rest on the extent of Member States' political and moral buy-in. As such, it should contain specific actions for immediate implementation, lay the foundation for intensified cooperation at all levels, and provide a means to monitor progress. Moreover, rather than being an end point, the global compact should be a forward-looking, flexible and adaptable living document.

35. When viewed globally, migration was a positive process and worldwide in nature, occurring within and among all regions and serving as neither a unique privilege nor a burden for any State alone. Nevertheless, different regions faced distinct migration dynamics, meaning

that each State, and indeed different cities and regions, had different perspectives on the key elements that should be included in the global compact. It was therefore vital to take into account the needs of the local communities that hosted migrants. Moreover, full understanding of the breadth, depth and multifaceted nature of migration was needed to highlight convergences of interests among and between States rather than looking at the challenges of migration in confrontational terms.

36. Many migrants, regardless of their motive for migrating and migration status, experienced some form of vulnerability, be it the challenge of settling in a foreign environment, the language barrier, discrimination or hostility. Clear policy responses to address such vulnerabilities, together with steps to address the gender dynamics of migration, were essential.

37. Migration was within the remit of a broad spectrum of agencies within the United Nations system and was discussed at the intergovernmental level in a wide range of forums. It would be premature for the Secretary-General to state how he intended to position the United Nations system to support the global compact until its content was defined. Nevertheless, any response would be established in the context of the ongoing management and development reforms, the conflict prevention agenda and the 2030 Agenda for Sustainable Development, while responding to the needs of Member States, upholding the rights of all, particularly the most vulnerable, and emphasizing results on the ground, cooperation, and operational and policy expertise. Acknowledging the decision to bring IOM one step closer to the United Nations system as a related organization, she encouraged Member States to reflect on the role of IOM in terms of the global compact, and to consider what initiatives were needed to strengthen both the United Nations system and IOM's role within it.

38. The Director General highlighted the key international migration-related mechanisms that had been established in recent years, such as the Regional Consultative Processes on Migration, the Global Forum on Migration and Development, and the two United Nations General Assembly High-level Dialogues on International Migration and Development, and underscored the commitment of IOM to work with the Special Representative of the Secretary-General and the President of the United Nations General Assembly as the global compact process moved forward. That process should be as inclusive as possible; the thematic, regional and national consultations that IOM had helped to organize had been successful in that respect and significant convergence of views of different stakeholders had become apparent on a number of issues during those meetings.

39. One Member State emphasized the need for all sectors to be involved in the negotiations on the global compact, which would not be an end in itself but part of wider efforts to ensure safe, regular and orderly migration. Another noted that the United Nations should speak with one voice on migration status issues; IOM was the leading organization on migration matters and should have a permanent role in the global compact process. A number of Member States stressed the importance of IOM playing a leading role, not only in the negotiation process, but also in any follow-up mechanism to the global compact, in collaboration with relevant United Nations agencies. As the leading agency on migration, IOM was also well placed to provide institutional support and advice on implementation. Many representatives said that any follow-up mechanism should be incorporated into an existing forum rather than being created from scratch, and that the follow-up to the global compact should be led from Geneva. Moreover, Member States should have input into the follow-up process. A number of representatives stressed that the global compact should be migrant-centred and rights-based in nature. Human rights were not abstract principles but authoritative benchmarks for the development of meaningful and practical commitments. One regional group added that the

global compact should provide long-term, comprehensive and sustainable solutions for all parties involved, address irregular migration, facilitate return and reintegration, and recall the obligation of States to readmit their own nationals. One observer organization pointed out that fear of arrest was a key barrier in accessing essential services; another added that the global compact should move away from a detention model, especially where child migrants were concerned.

40. Responding to comments from the floor, Mr Lajčák said that the future role of IOM with regard to the global compact would be decided by the Member States of the United Nations during the upcoming negotiations. He therefore urged IOM Member States to make their views known. Ms Arbour added that it was essential that the adoption of the global compact should lead to definite action through immediate and robust implementation of the commitments set out therein.

### **Draft report on the 107th Session of the Council**

41. The Council adopted Resolution No. 1354 of 28 November 2017 approving the report on its 107th Session (document C/107/31).

### **Report on matters discussed at the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance**

#### **(a) Summary update on the Programme and Budget for 2017**

42. The Standing Committee Rapporteur said that, at its Twenty-first Session, the Standing Committee had examined the document entitled Summary update on the Programme and Budget for 2017 (C/108/15). The Administrative Part of the Budget and the level of Operational Support Income had both remained unchanged, at CHF 50,690,324 and USD 79.8 million, respectively. The Operational Part of the Budget had increased from USD 1.496 billion to USD 1.738 billion.

43. The Standing Committee had recommended that the Council take note of the Summary update on the Programme and Budget for 2017.

44. The Council took note of document C/108/15.

#### **(b) Programme and Budget for 2018**

45. The Standing Committee Rapporteur said that, under the Programme and Budget for 2018 (document C/108/6), submitted at the Standing Committee's Twenty-first Session, the Administrative Part of the Budget amounted to CHF 50,690,324. The Operational Part of the Budget was projected at USD 956.5 million. While that amount was 7.5 per cent lower than in the Programme and Budget for 2017, the Administration nevertheless expected total 2018 expenditure under the Operational Part of the Budget to be higher than in 2017. The level of Operational Support Income had been budgeted at USD 86.8 million, which took account of the anticipated additional income that would be generated from the ongoing conversion of projects to the overhead rate of 7 per cent.

46. Following a discussion, the Standing Committee had taken note of the Programme and Budget for 2018 as set out in document C/108/6 and recommended that the Council approve the amounts indicated therein: CHF 50,690,324 for the Administrative Part of the Budget and USD 956.5 million for the Operational Part of the Budget.

47. The Council approved document C/108/6 and adopted Resolution No. 1355 of 28 November 2017 on the Programme and Budget for 2018.

**(c) Report on the privileges and immunities granted to the Organization by States**

48. The Standing Committee Rapporteur, referring to the document entitled Fourth annual report of the Director General on improvements in the privileges and immunities granted to the Organization by States (S/21/6), said that the Administration had explained that IOM's status as a related organization within the United Nations system made it even more pertinent for it to benefit from the same privileges and immunities as all other organizations in the system. The Director General would continue to explore three approaches to obtaining those privileges and immunities: multilateral agreements, a bilateral template and provisions in the Constitution.

49. The Standing Committee had taken note of document S/21/6 and had recommended that the Council remain seized of the matter and reiterate the call to Member States to grant the Organization privileges and immunities substantially similar to those enjoyed by the United Nations specialized agencies.

50. The Council endorsed the Standing Committee recommendation and again called on Member States to grant the Organization privileges and immunities substantially similar to those granted to the specialized agencies of the United Nations, particularly now that IOM was a related organization within the United Nations system.

**(d) Report on the Working Group on IOM–UN Relations and Related Issues**

51. The outgoing Chairperson of the Working Group on IOM–UN Relations and Related Issues said that the Working Group had served as a very useful clearing house for information on the intensive series of consultations conducted on the global compact for safe, orderly and regular migration with a view to the negotiations that would take place in 2018. It had also received regular updates from the Director General on developments in the new relationship between IOM and the United Nations, which had naturally led to discussion about the future of IOM and how it could preserve its essential characteristics. The issue of the IOM Strategy was implicit in those discussions.

52. The key points that had come out of the Working Group meetings had been distilled in a draft resolution drawn up to mark the first anniversary of the new IOM–UN relationship and with a view to the preparatory stocktaking meeting for the global compact that would be held in Puerto Vallarta, Mexico, in December 2017.

53. Speaking on a related point, he said that the Working Group on Budget Reform had looked at objective indicators of stress on the Organization's core budget, at updating the budget rules, and at the wider, more strategic issue of how the structure of the Organization and its funding arrangements would need to change in the light of future developments. It had started to discuss arrangements such as multi-funding and untied funding.

54. Looking ahead, he recommended that both Working Groups should be maintained, bearing in mind that their activities were interrelated, and that they might want to consider adopting workplans. Thought should also be given to how the Working Groups would evolve once the negotiations on the global compact had started in New York, in particular in terms of channelling information on developments in the process.

55. The Council adopted Resolution No. 1358 of 30 November 2017, on the first anniversary of IOM within the United Nations system.

**(e) Amendments to the Staff Regulations**

56. The Standing Committee Rapporteur said that, at the Standing Committee's Twenty-first Session, the Administration had introduced a document on amendments to the Staff Regulations (C/108/14), which had included a draft Council resolution for the Standing Committee's consideration. The Standing Committee had taken note of the proposed amendments and had recommended that the Council adopt the draft resolution.

57. The Council adopted Resolution No. 1356 of 28 November 2017, on amendments to the Staff Regulations.

58. The Chairperson said that the Administration intended to circulate a consolidated information document containing all amendments to the Staff Regulations since 2010 and to align the different language versions with current IOM terminology.

**(f) Other items discussed at the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance**

59. The Standing Committee Rapporteur briefed the Council on a number of other items discussed at the Standing Committee's Twentieth and Twenty-first Sessions.

**(i) Resolutions and decisions of the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance**

60. In pursuance of Council Resolution No. 1342 of 8 December 2016, the Standing Committee had adopted the following resolutions on 22 June 2017: Resolution No. 11 taking note of the Annual Report for 2016, Resolution No. 12 taking note of the Organizational Effectiveness Report for 2016, Resolution No. 13 approving the Financial Report for the year ended 31 December 2016, and Resolution No. 14 approving the Revision of the Programme and Budget for 2017.

61. During that session, the Standing Committee had also approved the IOM assessment scale for 2018, as set out in document S/20/5, and had agreed to review the assessment scale for 2019 in the first half of 2018.

62. Also during the Twentieth Session, the Standing Committee had approved the revised terms of reference of the Working Group on Budget Reform, as contained in the annex to document S/20/13. At its Twenty-first Session, it had agreed to request that the Council authorize the Standing Committee to take decisions on proposals submitted by the Working Group on Budget Reform that were ready for consideration by the Standing Committee at future meetings (see paragraph 161).

**(ii) Exchange of views on items proposed by the membership**

63. At the Standing Committee sessions, the Administration had introduced documents on the following topics selected by the Member States:

- Understanding migrant vulnerabilities and capacities: A framework for analysis and programming
- Mainstreaming gender-based violence prevention and risk mitigation: Institutional developments in IOM's emergency preparedness and response programmes
- Migration, the environment and climate change at IOM: Taking stock of progress
- Dialogue and partnership for effective management of return and reintegration

64. The Standing Committee had taken note of the documents (S/20/8, S/20/9, S/21/7 and S/21/5, respectively) prepared by the Administration and of the comments made by the Member States in the ensuing discussions.

**(iii) Statements by a representative of the Staff Association Committee**

65. At both Standing Committee sessions, a statement had been made by a representative of the Staff Association Committee. The Standing Committee had expressed appreciation on behalf of the membership for the work done by IOM staff and welcomed the Director General's positive working relationship with the Staff Association Committee, which contributed greatly to ensuring that staff were fully motivated and mobilized. It had taken note of the establishment of the Global Staff Association and the introduction of a full-time Chairperson for its Committee.

**(iv) Other reports and updates**

66. At its sessions, the Standing Committee had also examined and taken note of the following reports and updates:

- Status reports on outstanding contributions to the Administrative Part of the Budget and Member State voting rights
- Statement and a report of the External Auditor
- IOM partnerships with the private sector
- IOM global initiatives funding status
- IOM's comprehensive approach to counter migrant smuggling
- The IOM Framework for Addressing Internal Displacement
- Reports relating to the IOM Development Fund
- Update on progress made in advancing the agenda of migration health for the benefit of all
- Progress report on the implementation of the External Auditor's recommendations
- Update on human resources management
- Update on risk management
- Report on the work of the Office of the Inspector General
- Report of the IOM Audit and Oversight Advisory Committee

67. The Council took note of the decisions and documents referred to in paragraphs 59 to 66 above.

**(g) Reports on the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance**

68. The Council adopted Resolution No. 1357 of 28 November 2017 approving the reports on the Twentieth and Twenty-first Sessions of the Standing Committee on Programmes and Finance.

**Keynote address:** Mr Nana Addo Dankwa Akufo-Addo, President of Ghana (delivered by Mr Ignatius Baffour Awuah, Minister for Employment and Labour Relations, Ghana)

69. Mr Baffour Awuah said that the Government of Ghana supported the free movement of people, without prejudice to national security, and had begun to issue visas on arrival to African citizens. However, the unprecedented movement of people in search of security and better opportunities had led to global migration crises. Climate change was another driver of migration, as it affected livelihoods and wealth creation. Aligning the global compact for safe, orderly and regular migration with the Sustainable Development Goals, in particular those targets related to migration, should be a priority. It was time for action, and the Sustainable Development Goals should be fully implemented in all countries.

70. It was a paradox that steady growth in the number of migrants worldwide should be paralleled by mounting hostility towards them among political leaders and the public. Many people feared that migration would lead to hostility, a precarious economy and an increase in inequality. Moreover, migrants were an easy target for exploitation and oppression. The threat of extremism exacerbated that atmosphere of hatred and suspicion, and thus migration had become a polarizing topic. In addition, human rights abuses were on the increase. He joined in the universal condemnation of the slavery reported in Libya and commended the Director General for IOM's swift response to that situation, the perpetrators of which had to be brought to justice.

71. Collaboration among countries of origin, transit and destination was essential for the implementation of the New York Declaration for Refugees and Migrants. A number of international discussions had taken place in that regard, notably the Euro-African Dialogue on Migration and Development (the Rabat Process). Several European leaders had called for investment in capacity-building in countries of origin to curb migration. Crossing the Mediterranean Sea remained the most dangerous irregular migration route, and record proportions of migrants had already lost their lives in 2017. While many interventions focused on countries of transit, the root causes of irregular migration, primarily unemployment, must also be addressed. Improved border management was also needed, particularly in Africa, to combat cross-border terrorism and criminal activities, human trafficking and smuggling, and irregular migration. The Government of Ghana had adopted the Ghana Immigration Policy, which allowed immigration officers to bear arms and introduced measures to improve security services.

72. The National Migration Policy adopted by the Government of Ghana in 2015 sought to manage internal, intraregional and international migration flows to reduce poverty, promote sustainable national development, and promote the benefits and reduce the cost of international migration. It had been aligned with national development goals and regional and subregional



integration processes. A national migration committee was being established to consider critical areas relating to migration, and a national migration profile was being developed to ensure that accurate information was available and that migration was better managed. Migration made a significant contribution to national development in Ghana, notably through remittances. A national labour migration policy would be developed by the end of 2017 to create a framework for labour migration management in Ghana and address decent work deficits and labour migration costs. It would also establish mechanisms to assist victims of human trafficking, protect workers who were vulnerable to smuggling, monitor regulations on recruitment, provide pre-departure orientation for migrants, and offer financial education.

73. The consultations on the global compact had provided a unique opportunity to gain insight into the international approach to migration. African voices must be heard in the global compact process. Following national consultations, the Government of Ghana considered that the global compact should recognize the contribution of migrants and diasporas to sustainable development; seek to combat human trafficking, smuggling of migrants and modern slavery; address the drivers of irregular migration and promote safe migration; and protect labour rights and ensure a safe environment for migrant workers.

### **Panel discussion: Collaboration through innovative partnerships on promoting migrant integration and social cohesion**

#### **Panellists**

**Mr El Habib Nadir**, Secretary General to the Ministry Delegate to the Minister of Foreign Affairs and International Cooperation, in charge of Moroccans living abroad and migration affairs, Morocco

**Mr Thomas Fabian**, Deputy Mayor and Alderman for youth, social issues, health and education, Leipzig, Germany

**Mr Ola Henrikson**, Director General of the Division of Migration and Asylum Policy, Ministry of Justice, Sweden

**Mr Doug Saunders**, international affairs columnist, *The Globe and Mail*

#### **Moderator**

**Ms Laura Thompson**, Deputy Director General, IOM

74. The Deputy Director General said that IOM attached great importance to migrant integration, which it considered an essential component of comprehensive, properly functioning migration management and which usually implied respect for a set of rights and responsibilities and for a series of core values. IOM promoted a comprehensive approach to integration, in the belief that integration fostered the sort of enabling environment in which migrants were able to fulfil their potential and become active members of society. That being said, integration was always more difficult to achieve at a time when anti-migrant sentiment prevailed and tended to permeate the media.

75. Mr Nadir explained that Morocco, traditionally a country of origin, had in recent years become a country of destination, essentially for migrants from sub-Saharan Africa and the Syrian Arab Republic. The Government's national strategy for integrating those migrants was predicated on two considerations: a humane and inclusive migration policy, and the principle

of a multi-ethnic society in line with the terms of the 2011 Constitution. In the light of those considerations, the Government had established an interministerial commission chaired by the head of government and comprising all government sectors and institutions concerned with migration. The commission's aims were to ensure that migration was mainstreamed across all sectors, to evaluate action taken and to suggest improvements to existing programmes.

76. The Government had also established a national steering committee to oversee implementation of the national strategy together with the more than 130 civil society associations working in the sector: associations of migrants or migrant women, a trade union branch for migrants, and so on.

77. The Government had taken action on a number of fronts to promote integration. It had launched two waves of migrant regularization, one in 2014 and another that would end in 2017; migrants had been involved at all stages of the process, including appeal proceedings, and at local and national level. The Government had opened the country's schools to the children of migrants, no matter what their parents' status. It ensured that migrants could receive health care by granting them access, on the same conditions, to a system of medical care reserved for underprivileged Moroccans. It had eliminated the "national preference", or the obligation to prefer nationals over foreigners when hiring, thereby enabling any migrant offered an employment contract to accept it. It had also developed possibilities for occupational training and the creation of income-generating activities, amending the law so as to encourage migrants to form cooperatives. Arabic language classes were also a key component of the country's integration efforts.

78. The local authorities had in some cases proven reluctant to become involved in the integration strategy. The authorities in a dozen towns in three parts of the country receiving considerable numbers of migrants were therefore being encouraged to incorporate migration into local development plans.

79. In addition, partnerships were being forged with a number of university specialists, as the Government had felt the need to better understand the phenomenon of migration.

80. Last but not least, Morocco, as the current co-chair, together with Germany, of the Global Forum on Migration and Development, had decided that one of the 2018 Global Forum themes would be how to move from migrant vulnerability to migrant resilience, as a means of unleashing migrants' potential as vectors of development in countries of both origin and destination.

81. Mr Fabian used a slide presentation to explain the successful approach to integration adopted by the Leipzig authorities. The city had undergone major demographic shifts since the fall of the Berlin Wall, with the population initially declining steeply but now increasing rapidly, thanks to a rising birth rate and the arrival of migrants. Moreover, under what he considered Germany's fair system of distribution of refugees – according to population and tax revenues – the city had received almost 5,000 refugees in 2015, including 500 unaccompanied minors. Where in other cities most migrants lived on the outskirts, in Leipzig a high percentage lived close to the city centre.

82. In the face of that situation, the mayor and deputy mayors had decided to take immediate action to counter rising xenophobia and take advantage of the welcoming attitude of the majority of the population. That action had been successful, in his view, thanks to transparent communication between the municipal authorities and people in the

neighbourhoods where the refugees were settled (initially in residences but as soon as possible in homes of their own) and coordination between municipal departments (in the form of a high-level task force led by the mayor).

83. Under the concept adopted by the authorities in Leipzig, the refugees were resettled in all areas of the city, including those populated by the upper middle class, with the result that they were more readily accepted even in areas that had reacted negatively to their arrival at the outset.

84. Another key factor of integration had been the work done by social workers, who had been assigned three tasks: to support and counsel the refugees, to act as the neighbourhood focal point in the event of a problem, and to forge networks within the local community.

85. Knowledge of the local language being crucial to successful integration, refugee children had been given places in kindergartens from day one and German classes made available for adults. Finding a job was also essential for integration, but had proven to be one of the most difficult aspects; not only did many of the refugees not have the language skills they needed to work, their qualifications often fell short of local requirements. To help the refugees settle in the city, the authorities had cooperated with local economic agents, welfare organizations and civil society to organize cultural events and sports activities.

86. Mr Henrikson said that migration contributed to development and met employment needs. In Sweden, that was particularly evident in the information and communications technology sector, enabling the success of Swedish companies and empowering people from developing countries. The Swedish labour migration system provided for transition from temporary to permanent migration status. Spouses of labour migrants were entitled to work, which had a positive impact on gender equality and increased tax revenues. All workers in Sweden, including migrants, were entitled to the same labour rights, ensuring decent work for all. Although rising numbers of migrants entering Sweden, including asylum seekers, had strained reception systems and would have a long-term impact on some sectors of society, they also presented an opportunity.

87. Approximately 70 per cent of newly arrived migrants were between 20 and 39 years of age, bringing valuable experiences, connections and language skills. One third were well educated, but some lacked sufficient skills. To facilitate their entry into the Swedish labour market, targeted measures such as subsidized jobs, supplementary education, skills validation and placement programmes had been introduced. A fast track system for those wishing to enter sectors with skills shortages relied on a public-private partnership, through which information was provided on the competencies required in different fields of work.

88. However, more work remained to be done. Employment rates continued to be lower among foreign nationals, particularly women. A gender-sensitive approach to all legislation, policies and programmes was essential, in particular in the light of research indicating that women-dominated occupations tended to have more stressful work environments and that more women than men suffered from occupational diseases.

89. New citizens should be active and influential in developing and empowering society. In Sweden, migrants benefited from such inclusion, which also improved Swedish public finances through increased tax revenues, and public perceptions and social cohesion. Lastly, efforts to achieve the Sustainable Development Goals would facilitate the process of developing the global compact.

90. Mr Saunders pointed out that there were common factors across the approaches to integration that had been presented: access to education, access to employment and rapid pathways to citizenship and full inclusion. Illustrating his comments with a slide presentation, he said that he had spent 15 years studying the places where immigrants settled to discover what made communities successful or spiral into poverty and exclusion, and what interventions could reverse the decline of a community. Successful integration occurred when a community viewed integration as something migrants did for themselves, rather than something imposed by the government. The government's role should instead be to remove obstacles to self-integration. That was particularly true in urban districts created by international migration, which provided migrants with opportunities and resources to participate in the economy and the city's political, educational and cultural systems. Such districts were referred to as "arrival cities", a city within a city where migrants often clustered by place of origin, shared housing and financial resources, and supported one another's integration. Arrival cities could be geographical or virtual – promoting links through institutions or, increasingly, through social media.

91. Different types of migrants could be found in cities, ranging from formal economic migrants to irregular migrants, victims of trafficking and refugees. Successful integration required pathways for migrants to move between those categories, notably to become regular economic migrants with access to employment, and eventually to become long-term permanent residents or citizens.

92. Barriers to integration fell into four main categories: physical (limited access to housing, employment and good transport links); institutional (poor access to institutions and high-quality education in immigrant districts); economic (few opportunities to establish small businesses or enter the workforce); and political (racial or cultural intolerance, and difficulties obtaining citizenship and the corresponding rights and freedoms). Removing those barriers as early as possible could save money and eliminate the political and social difficulties that could have an impact on future generations.

93. One delegate congratulated the Government of Morocco on the measures it had taken, in particular in the light of its geographical position and border with Spain, and of current events in the region.

94. Another delegate asked how the authorities in Leipzig had reconciled their approach to integration with a national policy that encouraged returns.

95. Mr Fabian said that the authorities had provided counselling for refugees and migrants who wished to return voluntarily, which many did. Forced returns, however, were a matter for the national authorities to decide.

96. One representative noted that the sustainable integration of migrants could be achieved only by building migrants' capacities, which required a multi-stakeholder approach. With regard to the inclusion of integration in the global compact, another representative asked the panellists for their views on the whole-of-society approach to integration, and the roles and responsibilities of political leaders in influencing public attitudes. A third representative asked the panellists to comment on their policies and experiences of family reunification.

97. Mr Henrikson said that family reunification was common in Sweden, and was one way of promoting safe, orderly and regular migration. Mr Fabian, for his part, believed that family reunification helped integration, because children had been observed to be able to self-integrate the quickest.

98. Mr Saunders agreed with the need for a whole-of-society approach to integration but recognized that many governments feared that family reunification would lead to large, segregated clusters of migrants from particular cultural or language groups. However, successful integration often benefited from mutual assistance and the formation of networks among migrants, which frequently resulted from cases of family reunification.

99. Noting that only 51 countries, including Morocco, had ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, one delegate asked the other panellists why their governments had not ratified that Convention.

100. Mr Henrikson said that, while the Government of Sweden had not ratified the Convention and did not intend to do so, the rights it enshrined were covered in national legislation and other elements of international law.

### **Panel discussion: World Migration Report 2018: Making sense of migration in an increasingly interconnected world**

#### **Panellists**

**Mr Benedict Lawrence Lukwiya**, Deputy Permanent Representative of the Government of Uganda to the United Nations Office and other International Organizations in Geneva

**Mr Maurizio Enrico Luigi Serra**, Permanent Representative of the Government of Italy to the United Nations Office and other International Organizations in Geneva

**Mr Martin Ruhs**, Associate Professor of Political Economy, University of Oxford, United Kingdom

**Ms Marie McAuliffe**, Head, Migration Policy Research Division, IOM

#### **Moderator**

**Mr William Lacy Swing**, Director General, IOM

101. The Director General said that the 2018 edition of the World Migration Report addressed the question of how to make sense of migration in an increasingly interconnected world that nevertheless often seemed very disconnected. The report had been drawn up on the basis of three premises. First, as evidenced in the 2016 report by the McKinsey Global Institute, *People on the Move: Global Migration's Impact and Opportunity*, migrants were development agents who contributed to society economically and socially, in both their host country and their country of origin. Second, there were currently more migrants travelling along risky pathways and finding themselves in situations of vulnerability than at any time since the Second World War. Lastly, the report had been framed as a contribution to migration policy in a period of information overload and "fake news"; it used evidence and facts to demystify the world of migration for policymakers, and acknowledged the continued need to emphasize migrants' rights.

102. Report co-editor, Ms McAuliffe, said that the World Migration Report, the Organization's flagship publication, was aimed at the people who advised governments, such as policy officers, research assistants, consulate staff, and media and communications specialists. It was also aimed at migration practitioners working to support and assist migrants,

including displaced persons, on the ground; at university researchers and students; and at people who simply wanted to learn more about migration and migrants. That very broad readership reflected the steadily growing interest in migration matters.

103. The World Migration Report, contained current information on migration trends and analyses of some of the more topical and complex migration issues. In its newly revitalized form, it recognized the importance of partnerships and of the need to complement IOM's programmatic, operational and technical work and expertise with that of other practitioners and migration policy scholars. To that end, migration scholars and practitioners had been involved in its production as co-editors and co-authors, and the draft report had been reviewed by experts before being finalized.

104. The *World Migration Report 2018*, the first edition since IOM had become a related organization within the United Nations system, aimed to be accessible, balanced and relevant, and to make a strategic contribution. It was divided into two parts: Part I was essentially intended to serve as a reference document containing key migration data and information that would be updated in subsequent editions; Part II covered the most salient issues of the reporting period, which would change with each subsequent report.

105. Report co-editor, Mr Ruhs, emphasizing the flexible nature of Part II of the report, said that each chapter had been authored by different external academics and researchers and covered complex and emerging migration issues. While the choice of topics was necessarily selective, a common feature was the importance of the issues each chapter tackled. In a world of highly simplified public debate that frequently undermined migration policy, Part II of the report aimed to contribute to that debate by identifying key policy issues and challenges and bringing to bear relevant research and analysis, including real-world examples, and discussing the implications thereof. It was not intended to be prescriptive, nor did it propose solutions; its purpose was to inform and stimulate debate and promote better understanding so as to facilitate more systematic discussion of contentious issues. It was particularly important to recognize the many variations in migration throughout the world and the linkages with other public policy issues, such as labour market policy. Migration could not and should not be discussed in isolation.

106. Ms McAuliffe and Mr Ruhs outlined the structure and content of the report in a slide presentation. The report had also been made available on a digital platform ([www.iom.int/wmr/world-migration-report-2018](http://www.iom.int/wmr/world-migration-report-2018)), from which readers could download different chapters and material, according to their needs.

107. Mr Serra echoed the importance of disseminating thorough and up-to-date information on migration issues, and welcomed the attention being paid to migration by all the Geneva-based international organizations. The current megatrend of migration required a society-wide response and investment on all fronts, together with active campaigning against stigmatization and exclusion. Positive messages must be sent about the challenges and opportunities presented by migration. Migration was not solely a law enforcement issue; a comprehensive approach was needed. Efforts should also be made to improve cultural perceptions of migrants and migration, focusing in particular on the nexus with minority rights and issues.

108. Mr Lukwiya said that the report would provide valuable input to the process of negotiating the global compact for safe, orderly and regular migration. At a time of unprecedented levels of migration, it highlighted some of the most important and pressing aspects of the topic and provided much-needed evidence and data as a basis for discussion and

policymaking. Perceptions of and perspectives on migration differed among regions and continents, depending on the nature of migration as they experienced it. In Africa, where, despite significant flows to the global North, most migration was intracontinental, political initiatives aimed to promote the benefits of migration, improve capacity for migration management, enhance mobility within the continent and create opportunities for regular migration, in addition to tackling the challenges of irregular migration. Elsewhere, greater emphasis was placed on containing irregular and unregulated migration flows. Within the divergent narrative on migration, there were nevertheless points of convergence that should be exploited to the full in making the global compact as effective as possible.

### **Panel discussion: Opportunities to address migration and climate change in the global compact for safe, orderly and regular migration**

#### **Panellists**

**Mr Nicolas Hulot**, Minister for Ecological and Inclusive Transition, France

**Ms Nazhat Shameem Khan**, Permanent Representative of Fiji to the United Nations Office and other International Organizations in Geneva and Chief Negotiator for the Presidency of COP 23

**Mr Erik Solheim**, Executive Director, UNEP (video message)

**Ms Keiko Kiyama**, Co-President of Japan Emergency NGO (JEN) and Vice-Chairperson of the Board of Directors, Japan Platform, Japan

#### **Moderator**

**Mr William Lacy Swing**, Director General, IOM

109. The Director General underscored the importance of the topic at hand. Climate change was and would continue to be a significant driver of forced and irregular migration and, as such, should be taken into account during the negotiations on the global compact. The global compact was a historic opportunity to ensure that global migration governance efforts acknowledged the importance of environmental and climate change-related drivers of migration.

110. Mr Hulot observed that the world had two choices: it could take steps to reverse or reduce the impact of its activities on the planet or it could do nothing and stand by while the current situation worsened. It was time to look the future square in the eye. Climate change and the migration it caused were not merely problems of the future; they were an ongoing reality that affected thousands of men, women and children every year, many of whom were already living in vulnerable situations. The climate crisis was a gross injustice, principally affecting the most vulnerable in society and displacing twice as many people as conflicts alone. Stressing the importance of the human rights of all migrants, regardless of their status, and the need to strengthen cooperation among countries of origin, transit and destination, he said that environment-related migration was often invisible in most countries, as those displaced by climate change tended to flee to neighbouring countries.

111. The well-established links between migration, climate change and environmental degradation were complex. Desertification and other types of environmental damage caused long-term harm and displacement, while extreme weather events tended to cause only

temporary displacement, although even those events were increasingly causing definitive displacement. Although climate change was not the only cause of migration, it was becoming a key underlying factor in the majority of cases. It was therefore essential to act without delay; implementation of the Paris Agreement was a crucial first step in that regard. In terms of climate change-related migration, a key challenge was finding a way to assist poorer countries, which often faced a triple burden of economic, social and environmental problems and whose citizens were affected by a phenomenon that was a result of development from which they had not benefited. That fact was at the heart of the climate justice approach taken in the Paris Agreement.

112. Action was needed in a number of areas. Climate change issues should be mainstreamed in all multilateral activities and discussions on human mobility; the negotiations on the global compact were an opportunity not to be missed in that regard. During that process, it was essential to raise awareness of climate-related displacement and the need to find lasting solutions for those already displaced by climate change and those likely to be in the future. Protecting those groups was a key concern of the Platform on Disaster Displacement. Building the resilience of societies to climate change should be part of all development and aid policies, as should risk prevention. France was working with other countries and with IOM, the World Bank and the World Meteorological Organization on an initiative, the aim of which was to improve preparedness for extreme weather events. Other areas in which efforts were needed included improvement of agricultural practices, land conservation and the use of marine resources. Targeted responses to the above challenges, the development of strategies that placed ecosystems at the heart of development efforts, and the building of synergies among relevant organizations on climate change were therefore needed. It was in that spirit that the President of France had decided to organize, in collaboration with the United Nations and the World Bank, the One Planet Summit to mobilize all stakeholders to act on climate change and adaptation.

113. Ms Khan said that forced displacement resulting from climate change only served to exacerbate existing vulnerabilities, often fundamentally disrupting the way of life of entire communities. Existing initiatives addressing climate change, displacement and migration had demonstrated the importance of ensuring coherence between the approaches of the various agencies that dealt with displacement. Welcoming the adoption of Human Rights Council resolution 35/20 of 22 June 2017 on human rights and climate change, she looked forward to the forthcoming report by OHCHR on gaps in human rights protections in the context of climate-related migration and displacement.

114. Fiji had served as President of COP23 – the first small island developing State to do so – and the outcomes of the Conference had been truly people-centred in nature, recognizing that it was impossible to impose ideas on people and that participation was key. The outcomes included a work programme on agriculture, which took into account the role of small-scale farmers in reducing emissions; adoption of the Gender Action Plan, which addressed the role of women in both national strategies and international climate change governance; a decision on long-term climate finance; a work programme on education under the Paris Agreement; the launch of the Fiji Clearing House for Risk Transfer; recognition that the Adaptation Fund would serve the Paris Agreement; and the Talanoa dialogue, a process that was based on a form of dialogue common in the Pacific region that was inclusive, participatory and non-judgemental.

115. Noting that the Pacific islands were likely to see unprecedented levels of displacement in coming years as a result of rising sea levels, she said that Fiji had already offered some of its land to other countries in the region, namely Kiribati and Vanuatu. Nevertheless, it would be important to develop an inclusive and participatory regional solution to ensure a humane, dignified and rights-based process.



116. The Council viewed a short video of Timoci Naulusala, a Fijian schoolchild, speaking at the High-level Segment of COP23.

117. Mr Solheim delivered a video message, in which he said that events in 2017 had underlined the link between the environment and migration. Cyclones, drought, landslides and flooding had led to suffering for many people, and collaboration between IOM and UNEP was therefore essential. He welcomed the inclusion of the environment and climate-related issues in wider discussions on migration and conflicts, and the preparations for the global compact.

118. Environmental factors helped create stable and prosperous societies; paradoxically, however, they also drove migration and displacement. It was important to recognize the potential impact on the environment of failing to adapt to climate change, as had been seen in the Caribbean in 2017. For example, in Puerto Rico, nearly 80,000 people had been evacuated and much of the power grid remained offline following Hurricane Maria. While the media had moved on, the problems remained.

119. Decisions that were taken with regard to land use, energy and infrastructure, among other things, would have a long-term impact and had the potential to create either virtuous or vicious cycles. Thus, the global compact had to be linked to efforts to tackle climate change, protect biodiversity, reduce poverty, and fight for equality, security and decent work.

120. Ms Kiyama said that the global compact should include references to the linkages between migration, the environment and climate change. Environmental disasters had a disproportionate impact on vulnerable people. If, however, steps were taken to build resilience in vulnerable communities, those communities would be better placed to assist others in the event of a disaster, rather than relying on assistance themselves. The global compact should also address the root causes of migration, as the need to migrate could be mitigated by limiting conflict and minimizing the damage from disasters. It should be migrant-centred, and migrants should be included in all phases of project management, from development to implementation and evaluation. It was important to ensure that the voices of migrants from different backgrounds, including women, minorities and persons with disabilities, were heard. While the need for humanitarian assistance continued to grow, funding had stalled. If innovative funding solutions were not found, basic human needs would not be met in vulnerable communities.

121. The 2011 earthquake and tsunami in eastern Japan had caused significant damage and accelerated the depopulation of towns and villages. However, it had also forced communities to tackle previously existing fundamental problems. The Japan Platform, a consortium of 47 Japanese NGOs, had worked with communities affected by the earthquake and tsunami. In response to the need for innovation, it had organized a multi-stakeholder humanitarian innovation forum in 2014, a format which had since been adopted by the Asian Disaster Reduction and Response Network and had been utilized in various countries in Asia, including earthquake-affected Nepal.

122. One representative recalled that it had been more than 30 years since the President of Maldives had addressed the United Nations to warn of rising sea levels resulting from climate change. The global compact was a unique opportunity to link migration, human rights and climate change, centred around the Sustainable Development Goals. Other international initiatives, such as the Geneva Pledge for Human Rights in Climate Action, should also be taken into account. Another representative and one observer agreed that the global compact should address human mobility in the context of disasters and the adverse effects of climate change. The observer added that persons displaced as a result of climate change and disasters should

receive international protection, a point that was being addressed in the global compact on refugees. One regional group indicated that a partnership with the private sector hoped to raise EUR 44 billion in investments to create opportunities and tackle the root causes of forced displacement, irregular migration and vulnerability to climate change. As a member of the Steering Group of the Platform on Disaster Displacement, it supported the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.

123. One delegate said that partnerships were key in meeting shared responsibilities to address forced displacement and irregular migration, the causes of which included climate change and other environmental factors.

124. In response to a question regarding the types of cooperation required to tackle climate change, taking into account the cross-cutting elements of sustainable development and economic growth, Mr Hulot stressed the importance of focusing equally on climate change mitigation and adaptation, as adaptation had long been neglected and climate change was already affecting thousands of people. Donors should be guided by the needs of the most vulnerable countries. Land in areas experiencing desertification should be rehabilitated, so that people would not be forced to migrate or would be able to return home, and to help reverse the effects of climate change. Technology should be affordable so that renewable energy would be accessible to all.

**Keynote address:** **Mr Ismail Omar Guelleh**, President of Djibouti (delivered by **Mr Hassan Omar Mohamed Bourhan**, Minister of Interior, Djibouti)

125. The Council viewed a short video on the plight of migrants and refugees in Djibouti.

126. Mr Bourhan said that migration was a global issue, affecting all countries around the world; that being said, among migrants arriving in Europe, 8 of the 10 largest groups by nationality were African. The international and regional initiatives undertaken to address irregular migration had fallen well short of what was needed. His country supported the search for a common African position on migration, taking into account the particular challenges faced by African countries in terms of managing internal, intraregional and international migration.

127. Since gaining independence in 1977, Djibouti had welcomed large numbers of refugees from neighbouring countries and had played host to numerous irregular migrants. Irregular migrants currently made up 13 per cent of the national population. Owing to its location in a notoriously unstable region of Africa, Djibouti had become a country of both transit and destination. Despite the challenges it faced as a result of that status, and the impact on public services, Djibouti continued to adopt a humane and compassionate approach to irregular migrants, who were simply seeking a better life for themselves and their families. He urged Member States participating in the global compact process to take into account the significant challenges faced by the African continent and to pay due attention to the basic principle of protecting the most vulnerable, such as children, women and those with mental or physical disabilities, who were more susceptible to abuse along migratory routes.

128. Migration was not a new phenomenon. Therefore, rather than being reduced merely to its negative aspects, it should be seen as an opportunity for all States. Any response to the migration challenge needed to be collective, sustainable and based on strong partnerships, intraregional cooperation and the sharing of responsibilities. The global compact should protect the human rights of all, particularly migrants; encourage redoubled collective efforts at the

regional and international levels to address the root causes of migration; promote international cooperation and establish regional and international mechanisms to govern migration; and highlight the contribution of migrants to the sustainable development of their country of origin.

129. At the national level, Djibouti had undertaken a number of activities related to migration governance, including national consultations on the global compact, the designation of the Ministry of Interior as the national coordinator on migration questions, and measures to ensure migrants had access to health-care services.

130. He reiterated his country's commitment to keeping its borders open and welcoming all refugees and migrants fleeing their countries. Djibouti considered the closing of borders to those in need to be a criminal act. He stressed that despite hosting large numbers of irregular migrants, his country had never had an issue with security.

### **Migrants' voices**

**Mr Augustine Blessing Eguvwese**, returnee from Niger to Nigeria, Managing Director of Amebo Radio Limited, Abuja, Nigeria

**Ms Fabiola Das Neves Sfalcini**, returnee from Switzerland to Brazil, founder of CHANCE language school, Belo Horizonte, Brazil

### **Moderator**

**Mr Leonard Doyle**, Director, Media and Communication Division, IOM

131. The Council viewed two brief video presentations about the panellists.

132. The moderator introduced the two panellists, both of whom had migrated and then decided to return home. Their stories were particularly relevant in the light of IOM's announcement that it would be returning 15,000 migrants from detention in Libya to their countries of origin before the end of the year.

133. Ms Das Neves Sfalcini explained that she had moved from Brazil to Switzerland to be with her husband, a Swiss national whom she had met while he had been holidaying in her country. She had lived in Switzerland for 17 years and during that time had learned French, studied for a diploma from a business school, and found work with a Portuguese private bank in Lausanne. After 17 years, however, she had experienced significant upheaval in her life: she had lost her job, her marriage had ended in divorce, and her father had passed away unexpectedly in Brazil. Those events had been the catalyst for her return to Brazil, although the decision had not been an easy one. As she did not have a job at the time and had been unsure of her career prospects in Brazil, she had worried about the burden on her mother. She had settled on the idea of opening a language school that offered courses at substantially lower prices than average, thereby making classes available to those that would ordinarily be unable to afford them.

134. Responding to questions from the moderator, she said that given that Brazil was going through a period of change, she had repeatedly been asked how she had plucked up the courage to leave a place seen by many as "paradise" and return home. She observed that anywhere could be paradise, provided that you had people you loved nearby. Her experiences in Switzerland

and Brazil had enabled her to look at the world with new eyes, but her return to Brazil would not have been possible without the support and return and reintegration assistance she had received from IOM.

135. Mr Eguvwese said that he had decided to leave Nigeria and look for work in Europe after losing his job as a journalist after elections in his country. He had set out on the route north, through the desert, to Libya. Like other African migrants, he had started with no idea of the risks that the journey involved. Once en route, however, he had learned about the dangers of travelling to Libya – murder, slavery, abduction – and so had opted to return home. At the IOM centre in Agadez, Niger, he had received assistance along with 5,000 other people, many of whom had nothing to go back to; what they needed most was empowerment and hope. On his return to Nigeria, he had, with IOM assistance, obtained a small bank loan and coaching, thanks to which he had set up various reintegration projects.

136. Social media played a key role in many decisions to migrate, as they allowed a distorted vision of migration journey outcomes to take hold in the minds of potential migrants. Moreover, 80 per cent of African migrants did not even realize that there was a difference between irregular and regular migration – they believed that everything would fall into place once they had reached their destination in Europe.

137. In his view, irregular migration was too dangerous. Africans were hard-working people who would do better to stay home and develop their countries' potentials. Hence the importance of talking, not only about the problems of migration, but also about solutions: empowering people, ensuring they could go to school, and supporting local governments and NGOs. It was also crucial to ensure economic and political stability in countries of origin.

138. Responding to a question from the floor, the moderator observed that the lesson to be learned from the panellists' stories was that it was essential to provide sufficient channels for regular migration; without them, people would use any means to reach their goal, often putting themselves in harm's way.

139. Both panellists' accounts delivered another powerful message, namely that migration was not necessarily a one-way street; instead it was often circular, with migrants bringing back to their countries of origin what they had learned abroad and acting as strong drivers of innovation. The Organization's work in terms of assisted voluntary returns was possible thanks to government contributions, close cooperation with other agencies, and the hard work of IOM staff in the field. Ensuring that assisted voluntary return projects continued to be well regulated, organized and administered required a major effort of coordination.

## **General debate<sup>5</sup>**

140. Statements were made by the following Member States listed in alphabetical order: Algeria, Argentina, Australia, Austria, Belarus, Belgium, Brazil, Bulgaria, Canada, Chile, China, Colombia (also on behalf of the Group of Latin American and Caribbean States), Costa Rica, Côte d'Ivoire, Cyprus, Denmark, Ecuador, Egypt, El Salvador, Eritrea, Estonia, Ethiopia, France, Germany, Ghana (for the African Group), Greece, Guatemala, Guyana, Holy See, Honduras, Hungary, India, Iran (Islamic Republic of), Ireland, Italy, Japan, Jordan, Kenya, Latvia, Lesotho, Libya, Madagascar, Mexico, Morocco, Myanmar, Nepal, Netherlands,

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<sup>5</sup> Texts of statements, as and if received from the Members and observers, are available on the IOM website at [www.iom.int](http://www.iom.int).

New Zealand, Nigeria, Norway, Pakistan, Panama (for the Human Security Network), Peru, Philippines, Portugal, Republic of Korea, Senegal, Serbia, Sierra Leone, Slovakia, Slovenia, Somalia, South Africa, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Thailand, the former Yugoslav Republic of Macedonia, Tunisia, Turkey, Ukraine, United Kingdom, United States of America, Venezuela (Bolivarian Republic of), Viet Nam, Yemen, Zambia and Zimbabwe. The Permanent Observer for the European Union delivered a statement on behalf of the Union's members.

141. Statements were made by one observer State, the Russian Federation, and by the following observers: Initiatives of Change International, the International Catholic Migration Commission, the ILO, the International Social Service, the OIC, the Sovereign Order of Malta, UNDP, UNHCR and the UPU.

142. The Council extended a warm welcome to the new Members, the new observer State and the new observers; it looked forward to working closely with them towards a shared vision of safe and orderly migration. Tribute was paid to the hard and dedicated work of IOM staff in what were often difficult and dangerous conditions. Indeed, it was thanks to the steadfast commitment of all staff that IOM had become the leading global organization on migration.

143. Many Member States congratulated the Organization on the first anniversary of its new status as a related organization within the United Nations system, which had marked a turning point in efforts to strengthen global migration governance and had already led to stronger cooperation in the interests of migrants and promoted greater coherence on migration. Several said that the Working Group on IOM–UN Relations and Related Issues should pursue the commendable work it had done in the past year to monitor implementation of the IOM–UN Agreement. Others said that IOM's responsiveness, effectiveness, cost-efficiency and independence were proving to be valuable assets within the United Nations system.

144. The global compact for safe, orderly and regular migration was described by several Member States as an unprecedented opportunity to strengthen and improve global migration governance, to consider migration objectively and to recognize the contribution of migrants while cracking down on transnational smuggling and human trafficking. Many representatives expressed appreciation for the role played by IOM during the multi-stakeholder consultation phase of the process to develop the global compact, in particular its support for consultations nationally and within the Regional Consultative Processes on Migration, which were evidence-based rather than perception-driven, and for the Special Representative of the Secretary-General for International Migration. In addition to the priorities they had mentioned under other items of the Council's agenda, they said that the global compact, once finalized, should focus on the following: ensuring the security, dignity and human rights of migrants, no matter what their status; recognition and optimization of the social and economic benefits of migration, inter alia for development purposes; enhanced cooperation between countries of origin, transit and destination; and channels for international cooperation on the basis of co-responsibility. The global compact should be clear about the future role of IOM and reinforce existing partnerships (for example, between IOM and UNHCR) rather than create duplicate structures. It should set out measures for strengthening the capacity of States to achieve the migration-related Sustainable Development Goals, in particular Goal 10 and target 10.7: indeed, migration should be a means of eliminating poverty for all, not just of escaping poverty for some. Rather than reinventing the wheel, the global compact should reflect the political commitment to a well-managed and beneficial international migration system that played a meaningful role in realizing the broader 2030 Agenda for Sustainable Development.

145. On the question of State sovereignty, several Member States stressed that a balance had to be struck between the need for secure borders and the humanitarian needs of the most vulnerable. Migration had to be managed for the benefit of each country's own people, but also to address the humanitarian needs of those searching for a safer and better life; it should be regarded as an opportunity to build peace, not as a threat. Others welcomed the recognition in the New York Declaration for Refugees and Migrants of the rights and responsibilities of all States to manage and control their borders and determine who entered their territory, and of their obligation, enshrined in international law, to accept the unconditional return and readmission of their nationals not entitled to stay on another State's territory. The global compact would also have to be based on that core approach.

146. Member States and observers, expressing support for IOM as the lead organization on migration, said that it should continue to provide technical and policy expertise both as the global compact process moved into the negotiating phase, in accordance with the mandate conferred on it by the New York Declaration (Annex II), and in the subsequent phase of coordination and implementation. To that end, IOM policy efforts needed to be more substantial: a more strategic policy role should go hand in hand with, not compromise, the Organization's efficiency, flexibility and "can-do approach". The invaluable tools developed by the Organization (such as the Migration Governance Framework and the Migration Crisis Operational Framework) should serve as input for the global compact. Moreover, the global compact and the Sustainable Development Goals should be implemented in a way that was mutually reinforcing.

147. Numerous representatives expressed horror at the events recently reported in Libya, tragic incidents of modern slavery where migrants were traded as chattels, and welcomed the efforts of the African Union and IOM to assess the situation and expedite possible remedies. They commended IOM for its work to repatriate stranded African migrants, but added that the African States should give IOM the support it needed to carry out those operations, including consular services, identity and travel documents, and landing rights for emergency evacuation flights. The representative of Libya said that his Government had requested the Attorney General to investigate the reports of slavery; he asked IOM and other partners to send the Attorney General any information they had on the matter.

148. The Organization was also commended for its prompt reaction and leadership role in dealing with the Rohingya crisis.

149. Several Member States, referring to their unearmarked or softly earmarked contributions to IOM, urged others to provide more flexible funding and voluntary contributions and thereby enable the Organization's vast field experience to be translated into strategic policy advice. In return, IOM had to be transparent about the use of funds.

150. The representatives of Costa Rica and the United States of America announced that their countries would be fielding candidates for the post of Director General.

151. One observer State exercised its right of reply in response to the statement of a Member State, which also exercised its right of reply.

152. The Director General, noting that many Member States had participated in the national or regional consultations organized during the global compact multi-stakeholder consultation phase, thanked them for being supportive of IOM's role in the pre-adoption process; the Organization would continue to need such support for its role beyond 2018. That being said, he

stressed that IOM worked on the basis of partnership with other relevant agencies, and did not want to be given the lead role on migration issues so that other agencies would be excluded; it was simply that its entire mandate was related to migration.

153. IOM acknowledged that the global compact must respect State sovereignty. In its view, the global compact, which should be aligned with the Sustainable Development Goals and the 2030 Agenda for Sustainable Development, had to stress shared responsibility and human solidarity, and to act as a catalyst for development.

154. He agreed that there was no need for a new structure for global compact follow-up. IOM had already developed many tools that would be useful in that regard, including the Migration Crisis Operational Framework and the Migration Governance Framework.

155. Profoundly disturbed by the situation in Libya, he had laid out before the United Nations Security Council a plan to repatriate all remaining detainees by the end of 2017 or January 2018. That plan would require collaboration on many elements, such as transport, flight approvals and exit permits. IOM was working closely with the African Union, the European Union, UNHCR and others to organize the repatriations, which he hoped would commence shortly. It would also work with the Attorney General of Libya to address human smuggling and trafficking in the country. He thanked Libya for its efforts to investigate the reports of slavery.

156. In the eyes of IOM, the Rohingya situation was a crisis involving refugees and issues of statelessness; the Organization was therefore working very closely with UNHCR to resolve it. He welcomed the signing of the agreement between Bangladesh and Myanmar on the return of Rohingya.

157. The Director General thanked those Member States that had already made voluntary unearmarked contributions. He hoped more countries would provide multi-year funding.

### **Other business**

158. The Legal Counsel drew the Council's attention to the note on rules and procedures for the election of the Director General and the Deputy Director General (C/108/INF/1), which had been reissued in view of the election that would take place in 2018. Candidates were nominated by Member States, and nominations should be sent to the Chairperson of the Council no later than two months before the date of the special session of the Council. Candidatures would be announced by the Chairperson as soon as they were received and an official list of candidates circulated to all Member States eight weeks before the special session of the Council. Elections were held in private session and conducted by secret ballot.

159. The Chairperson observed that Member States had expressed an interest in participating in an interactive session with candidates. She proposed to consult interested colleagues on how that process could take place.

### **Date and place of the next sessions**

160. The Council adopted Resolution No. 1360 of 1 December 2017 on its next regular session, which was tentatively scheduled for late November 2018, and Resolution No. 1361 of 1 December 2017 on convening a special session of the Council in the last week of June 2018

to elect a new Director General. The Twenty-second and Twenty-third Sessions of the Standing Committee on Programmes and Finance were provisionally scheduled for late June and October or November 2018, respectively.

161. In the intersessional periods, Resolution No. 1360 authorized the Standing Committee on Programmes and Finance to take *inter alia* such action as it might deem necessary on proposals made by the Working Group on Budget Reform that were ready for consideration.

### **Closure of the session**

162. The Director General, observing that the Chairperson was one of very few women to occupy that post, urged Member States to make a greater effort to achieve gender parity on the Bureau. He welcomed the degree of involvement of Member States in the Organization and its work and noted their widespread encouragement for IOM to increase its focus on policy. The Organization's entry into the United Nations system and the growing international interest in migration issues would give it the stronger advocacy voice that Member States desired. Its existing partnerships, including with other organizations within the United Nations system, would continue and could provide a model for others to follow. Being part of the United Nations system also brought additional partnership opportunities. The prominence of the global compact for safe, orderly and regular migration in Member States' contributions to the general debate reflected the importance they attached to the process and to IOM's role in it, particularly in terms of keeping Geneva-based representatives abreast of developments. Operationally, the Organization would continue its activities in line with Resolution No. 1309 of 24 November 2015.

163. The Chairperson summed up the key messages of the current Council session. Member States had predominantly focused on reaffirming IOM's lead role on migration, the significant support it provided to all countries and its potential role in the follow-up to and implementation of the global compact. The extensive policy and technical expertise provided during the global compact process to date had been welcomed, as had the Organization's operational efficiency, flexibility and presence in the field. Many delegations had encouraged IOM to enhance its policy capacity, but without losing its operational nimbleness. Any follow-up mechanism under the global compact should avoid duplication with existing mechanisms and be as efficient as possible. Although negotiations were taking place mainly in New York, vast reserves of migration expertise were on hand in Geneva; good communication between the two centres and with governments would therefore be vital. The Bureau would ensure that the Working Group on IOM–UN Relations and Related Issues met regularly to that end.

164. She declared the 108th Session of the Council closed on Friday, 1 December 2017, at 4.10 p.m.