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**NOTE ON IOM STRATEGY:**

**CURRENT AND FUTURE MIGRATION REALITIES AND IOM'S ROLE**

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**I. Introduction**

1. Migration is an issue of major concern to governments, communities and individuals the world over. Where in the past the different aspects of migration were addressed separately, and especially at the national level, the situation has now changed and calls for new comprehensive and more cooperative approaches at the national, regional and global levels.

2. An international organization was created in 1951 – what is now the International Organization for Migration – to assist States in addressing the migration challenges of the time. IOM Member States have updated the Organization's name and mandate over the years as circumstances and needs have evolved. For its part, the IOM Administration has kept up work on analysing developments to enable the Organization to maintain its relevance to global migration circumstances and its ability to help States and migrants respond to current and future migration challenges.

3. The last formal stocktaking on IOM's priorities was set out in 1995 in document MC/1842: "IOM Strategic Planning: Toward the Twenty First Century" (Annex I). This was endorsed by Member States in Council Resolution No. 923 (LXXI) of November 1995 on "Future Activities of IOM" (Annex II).

4. At the Eighty-fourth Session of the Council in December 2002, Member States expressed an interest in discussing a new strategy paper on where the Administration sees IOM going, especially as part of the consideration of where IOM should best fit into the international system. (The preliminary report prepared by the Administration on the IOM-UN relationship is contained in document WG/IOM-UN/1.)

5. This Note aims to build on the 1995 document mentioned above to set out the Administration's analysis of current and future migration realities, and how the Organization can continue to serve the international community, living up to its name and reputation as The International Organization for Migration.

**II. Starting point**

6. The IOM Constitution states that the **purposes and functions** of the Organization shall be:

(a) to make arrangements for the organized transfer of migrants, for whom existing facilities are inadequate or who would not otherwise be able to move without special assistance, to countries offering opportunities for orderly migration;

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\* This document was initially distributed on 11 June 2003.

- (b) to concern itself with the organized transfer of refugees, displaced persons and other individuals in need of international migration services for whom arrangements may be made between the Organization and the States concerned, including those States undertaking to receive them;
- (c) to provide, at the request of and in agreement with the States concerned, migration services such as recruitment, selection, processing, language training, orientation activities, medical examination, placement, activities facilitating reception and integration, advisory services on migration questions, and other assistance as is in accord with the aims of the Organization;
- (d) to provide similar services as requested by States, or in cooperation with other interested international organizations, for voluntary return migration, including voluntary repatriation;
- (e) to provide a forum to States as well as international and other organizations for the exchange of views and experiences, and the promotion of cooperation and coordination of efforts on international migration issues, including studies on such issues in order to develop practical solutions.

This is the mandate of the Organization and what guides its work.

7. When the Council endorsed the document: "IOM Strategic Planning: Toward the Twenty-First Century" through its Resolution No. 923 (LXXI) of November 1995 on "Future Activities of IOM", it reaffirmed that IOM, committed to the principle that humane and orderly migration benefits migrants and society, acts to assist in meeting the operational challenges of migration, to advance understanding of migration issues, to encourage social and economic development through migration and to work towards effective respect for the human dignity and well-being of migrants. It further acknowledged the comprehensive approach and broad directions set out in the document, of which the specific points were that IOM should:

- provide secure, reliable and cost-effective services for persons who require international migration assistance;
- provide migration assistance to persons affected by emergencies;
- be the reference point for information on international, regional and internal migration, providing leadership in the international dialogue on migration;
- offer expert advice and cooperation to governments, intergovernmental and non-governmental organizations and others on migration matters;
- promote economic and social development through the design and implementation of migration-related programmes, including the transfer of qualified human resources;
- be a forum for, and provide leadership in, the international debate on migration;
- undertake programmes which facilitate the return and reintegration of displaced persons and other migrants, taking into account the needs and concerns of local communities;
- help governments and migrants find solutions to the problems and causes of irregular migration; and
- work towards the effective respect of migrants' rights.

8. The purposes and functions of the Organization, as set out in the Constitution and spelled out in 1995, remain valid in 2003 and look set to remain so for the foreseeable future.<sup>1</sup> Over the 50 years of its existence, the Organization has fulfilled all those purposes and functions in some form and in some parts of the world.

9. What is different in 2003 is that the global situation and IOM's capacity have reached a stage of maturity enabling the Organization to fulfil all the purposes and functions set out in the documents referred to above to a greater extent and over more of the globe than ever before.

- Migration is now an essential, inevitable and potentially beneficial component of the economic and social life of every State and every region.<sup>2</sup> Moreover, there is an emerging consensus that governments can and must manage migration through international cooperation and policy approaches that address all facets of this complex phenomenon.
- With migration considered by many to be one of the defining global issues of the early 21st century, perceptions of the role that multilateral organizations can play in assisting States to meet the new challenges, and of the added value of their involvement, have evolved positively.
- The maturity of IOM, having passed its 50<sup>th</sup> anniversary, is not just to be seen in terms of years. IOM has, over those 50 years, been providing migration services in the form of an increasingly broad range of activities, improving, adapting and combining them to the changing migration realities and needs. Those services have been sought out by an increasing number of States and partners, thus increasing the Organization's presence across the globe. Moreover and significantly, through the provision of those services, and through its own research and analysis, IOM has acquired much information and knowledge of crucial importance not just to the effective further delivery of services, but also to the development of effective policies on migration management. As such, it is better able to act as a forum for the exchange of information and policy approaches. It is also in a better position to promote cooperation and coordination of efforts on migration issues.

### **III. A review of changes since 1995**

10. In 1995, IOM had 96 interested States (55 Member States and 41 Observer States), 1,100 staff members and 70 Field Offices. In May 2003, with 132 interested States (98 Member States and 34 Observer States), more than 3,400 staff members and over 160 Field Offices, IOM can lay claim to being a truly international organization for migration, with a greater balance of Members and presence across the globe.

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<sup>1</sup> See also document WG/IOM-UN/1 "IOM-UN Relationship, Preliminary Report", 7 April 2003, chapter III.

<sup>2</sup> See "Trends in International Migration" MC/INF/256, 31 October 2002.

11. The partnerships with other agencies and organizations, with non-governmental organizations (NGOs) and with the private sector have grown significantly. Since 1995, IOM has signed new formal agreements, or updated and upgraded existing ones with many key agencies and partners.<sup>3</sup>

12. In 2002, the Director General launched an initiative to form strategic alliances with key partner agencies whose work intersects with that of IOM on the main themes of migration, i.e. migration and development, facilitated migration, migration control and forced migration, or on cross-cutting themes, such as health and human rights. IOM has launched and is institutionalizing a consultative mechanism with NGOs both at Headquarters and field levels to enhance cooperation and understanding. Dialogue and cooperation with the private sector are also being developed.

13. The breadth, depth and quality of services and advice – both policy and practical – based on its experience have grown exponentially.

14. Reorganized in 1999 to strengthen its ability to deliver services in initially six, now seven key areas of specialty – movement, migration health, assisted voluntary returns, mass information, counter-trafficking, technical cooperation and labour migration - IOM seeks to maximize the impact of these services by providing them in combinations, working on the synergies between them and working in regional contexts where relevant and feasible. The importance of (a) pursuing a comprehensive approach to migration management at the national level, and (b) regional and international cooperation, has been a significant theme of IOM's advice for several years, and experience has proven the effectiveness of such approaches.

15. Demand for activities which build on skills related to this core menu of services has been increasing. The link between migration and sustainable development has long been recognized and exploited by some actors in some regions, but for many others this is only now being properly understood and supported. This includes the role of the diaspora and the importance of the relationship between countries of origin and their diaspora. The importance too of integration for social stability and security has been brought sharply into focus by the events of the last few years. In all these areas, IOM has responded to requests for advice and services, acquiring and developing expertise. In tracking developments, IOM has also been able to spot trends and anticipate needs, offering advice and services to prevent problems and manage in advance, not just respond to already existing challenges.

16. Underlying all that IOM does is the fundamental concern to protect the human rights and dignity of migrants.

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<sup>3</sup> United Nations (UN) (1996), United Nations High Commissioner for Refugees (UNHCR) (in 1997, supplemented by agreements on the Rapid Response Transportation Fund in 2000 and Assisted Voluntary Return in 2003), Organization of African Unity (OAU) (now African Union (AU)) 1998, Joint United Nations Programme on HIV/AIDS (UNAIDS) (in 1999, updated in 2002), World Health Organization (WHO) (1999), Organization for Security and Cooperation in Europe (OSCE) (2001), Southeast European Cooperative Initiative (SECI) (2001), League of Arab States (LAS) (2000), Asian-African Legal Consultative Organization (AALCO) (2000), Organization of the Islamic Conference (OIC) (2003), Pan American Health Organization (PAHO) (2003), United Nations Development Fund for Women (UNIFEM) (2003), Latin American Economic System (SELA) (2003) . For NGOs, see MC/INF/253 (1.11.2002) "IOM Partnership with Non-governmental Organizations in Managing Migration".

17. **Additional units and programmes** have been created to meet specific needs.

#### Emergency and Post-Conflict Unit

In 1999, IOM created the Emergency and Post-Conflict Unit to support IOM relief activities for refugees, internally displaced persons and other forced migrants. Transportation (“organized transfer” as in the Constitution) – including registration, documentation and health assessment – and other services in humanitarian operations, both for people fleeing and for those wishing to return, post-emergency, have always been a significant component of IOM’s work from the time of its founding. The demand for services in this area, however, had increased, particularly in the latter half of the 1990s, and there was a need for consistently available expertise and support.

Involvement in humanitarian response activities as above led to the Organization’s development of activities both to help enable people to stay rather than become displaced, and to facilitate sustainable return and reintegration. Such transitional initiatives have often helped in bridging the gap between immediate relief and development in post-emergency situations. Moreover, because of the importance of demobilization and the swift reintegration into civilian life of demobilized soldiers for the consolidation of peace and prevention of further population displacement and instability, demand for IOM’s skills in such “civilianization” programmes has steadily increased.

#### Migration Policy and Research Programme

In 2001, in response to the request of Member States for IOM to play a leadership role in the international migration policy debate, the Migration Policy and Research Programme (MPRP) was established to enhance understanding of and dialogue and cooperation on migration issues. Over the nearly two years of its existence, through the International Dialogue on Migration and other forum and related activities, MPRP has indeed helped to define the challenges more clearly, and facilitated the policy dialogue on the basis of better common and mutual understanding, on a broad range of pertinent issues and with very broad participation of all relevant actors. In addition, MPRP has facilitated the production and publication of a number of seminal works of interest to policy makers, including the 2003 World Migration Report, and a comprehensive expert study on “Migration and International Legal Norms”, and is producing a series of papers on current migration policy issues.

### **Regional Dialogue Mechanisms**

18. An important element of IOM’s work, particularly since the establishment of several such mechanisms in 1996, has been in contributing to better understanding and dialogue at the regional level, through regional dialogue mechanisms or processes. IOM’s involvement in promoting, creating, supporting and contributing to such regional mechanisms has meant that there are now such bodies covering virtually the whole world. These mechanisms play a crucial role in strengthening international cooperation by promoting the sharing of information and experiences, and building confidence and partnerships for collaborative action to address issues of common concern.

19. In sum, IOM is now recognized by governments, international organizations, the media, academia and non-governmental organizations as the primary reference organization for information, research and advice on migration. It is sought after as a partner at national, regional and international levels, as a provider of advice, research, analysis and services, for assistance in migration diplomacy, as a facilitator and supporter of regional dialogue mechanisms and as an advocate on migration issues.

#### **IV. Looking forward**

20. Migration will increasingly affect the lives of all people and governments. The number of people on the move will continue to increase. Patterns of movements, already complex and multidirectional, will continue to change as circumstances at the global, national, regional, community and personal level, change. People will seek to move to where there are better prospects for work and quality of life.

21. International cooperation on migration, now firmly set in train, will increase, but not without disturbances. Countries sharing common interests along geographical and/or thematic lines will form or build on dialogue mechanisms, and these will evolve as interests and alignments change.

22. Competition for highly-skilled labour will intensify. Demand for labour at all skills levels will also increase. States, businesses and migrants will need effective mechanisms to match labour needs with supply, and efficient support services to facilitate labour migration.

23. Developing countries will increase their attention to managing the economic and social impact of migration as they benefit from migrant remittances and networks built by their diaspora, but also as they seek to resolve the skills gaps left by departing professionals. The impact of migration on development will also be an increasing preoccupation of States, not only through their aid and development sectors but also through their trade sectors.

24. Questions about belonging, dual/multiple nationality, circular migration and the extent of political participation for migrants in their countries of origin or residence will increase.

25. There will be a certain degree of constructive friction between the need for control and facilitation of movement for trade and business purposes. Security will be a continuing preoccupation which will increase the need for work on identification, verification and integration.

26. The relationship between health and mobility will increasingly be recognized as being key to public health in general. Mobility not only affects the health of the people on the move, but also the health of communities in which they stay, whether for long or short periods, and the home communities to which they return. The role of health in successful integration will also become better recognized.

27. There will continue to be population movements caused by persecution, natural disasters, insecurity, (relative) lack of economic opportunity, environmental degradation or disaster, sea level rise, shortages of water or services, the attraction to urban areas for rural populations or any combination of these. Such movements, particularly when in large numbers, will often have a substantial impact on governments and communities, including social, health and security. Measures for population stabilization, movement of populations to safety, and return will continue to be needed. This is also likely to include post-emergency activities, such as the reintegration of people, be they refugees, returnees, displaced persons or demobilized soldiers. As part of negotiated settlements, there will be specific needs for programmes to compensate people for loss, for example, of property.

28. As migration management becomes more effective, there will continue to be a need for advice, for facilitation of dialogue among thematically or geographically linked groups of countries. There will be an ongoing and increasing need for services in the area of labour migration, preparation of migrants through documentation, health, cultural orientation and technical cooperation in all areas of migration management. The links between trade, labour and migration, including their impact on development, will need to be explored further. Information gathering and dissemination will increase in importance both for governments and migrants for decision-making on migration issues.

#### **V. What is IOM's role in 2003 and beyond?**

29. IOM is the organization that helps enable States and migrants maximize the benefits of migration and effectively address the challenges of mobility in a globalized world through the provision of migration expertise, policy advice and services.

#### **The need for IOM is broader than ever**

30. The need for migration expertise, policy advice and services to both migrants and governments will continue and increase, but will evolve in nature. The provision of services will continue to underpin – and be underpinned by – research and policy advice. The value that multilateral institutions add in addressing migration concerns, both in terms of the debate and in finding solutions, will increasingly be recognized.

31. Issues and activities related to the effective management of migration can be seen as falling broadly into four key areas:

- migration and development,
- facilitated migration,
- migration control, and
- forced migration,

with a number of cross-cutting activities relevant to each of these four categories covering technical cooperation, protection of rights, information gathering and research, policy debate and guidance, regional and international cooperation, advocacy, public information and education, and migrants' health (see Annex III).

32. There will be a continuing need for IOM as promoter of common understanding on migration issues at national, regional and international levels, leading to enhanced cooperation and migration policy development. This will include improvements in making the connections between all the aspects of migration across ministerial and interest divides, and further strengthening partnerships amongst the actors with legitimate interests in migration.

33. Building on its expertise and experience, IOM will continue and enhance its role:

- as the reference point for information on migration;
- as provider of policy-relevant research and analysis, promoting the increased sophistication and compatibility of data collection, dissemination and sharing;
- as the leading partner for technical cooperation on migration management;
- as provider of a forum for the exchange of views and experiences;
- as promoter of cooperation and coordination of efforts of all relevant actors on international migration issues; and
- as leader in the international policy dialogue on migration.

34. IOM has the mandate, the capacity – operationally and intellectually – and the global reach through its membership and programmes to provide leadership in migration. It does so in a number of ways, including through the provision of advice, services, diplomacy and advocacy. Its credibility is derived both by what it does, and also, crucially, by the explicit support and commitment of its Member States. This is what enables IOM to mobilize political attention and foster global understanding on migration issues.

35. To play its full role as above, IOM needs to continue to be:

- global
- relevant
- efficient

36. Membership continues to increase as governments see that migration is an important issue for them, and that IOM can provide migration expertise, policy advice and services which they need. The broader the membership, the greater the scope for IOM's efforts at the regional, global and thematic level.

37. IOM will continue to work towards gaining the confidence of countries which have not so far seen the need for IOM expertise, advice and services, or the advantages of IOM membership.

38. Better global coverage will enhance IOM's ability to collect and analyse up-to-date information on flows and trends, to turn national strategies and programmes into regional ones, which will enhance the overall effectiveness of migration management efforts, avoiding simple displacement or deferral of problems.

39. The provision of relevant migration assistance will enable IOM to keep offices open across the globe and thus able to respond to evolving or new needs.

40. During its 50 years of existence, the Organization has shown its ability to adapt and strengthen its capacity in response to evolving circumstances and needs, to ensure that it continues to offer the services which States, migrants and other partners need. IOM now has the added capacity, based both on experience and on its greater policy and research focus, to predict changes, to adapt and offer advice and services to anticipate challenges, not just to respond to them. Projectization is a powerful incentive to remain relevant, but it does to some extent limit the Organization's ability to respond to needs in areas where donor confidence has yet to be established, or to break new ground. The 1035 Facility has been helpful in demonstrating how seed money can contribute positively to establishing confidence and raising awareness of needs in particular areas.

41. The Administration has learnt a great deal from the years of zero nominal growth (ZNG), and it remains firmly committed to delivering its services cost-effectively. However, ZNG imposes serious constraints on the ability of the Organization to effectively exercise its mandate with maximum efficiency and control. Continuing to seek cost-effective solutions to growth, through outsourcing, decentralizing, and imaginative use of technology will be indispensable. Attention to staff will also be an important element in remaining efficient and cost effective – the need to balance career development expectations with the needs for implementation of projects requiring new or adapted methods and skills, while not losing key experience essential to sound development of programmes.

42. In conclusion, IOM was established to help the international community with the migration challenges of the 1950s. These challenges have changed dramatically, but IOM has proven its value and capacity to keep up with the increasingly complex range of issues which now make up the migration challenges of today.

43. Migration is IOM's *raison d'être*, and IOM is set to be able to continue to be the leading global organization on migration for the international community for the years to come, and to help shape a visionary and humane future of migration management for the benefit of all.

## **Annex I**

SEVENTY-FIRST SESSION

MC/1842

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IOM STRATEGIC PLANNING: TOWARD THE TWENTY-FIRST CENTURY

## IOM STRATEGIC PLANNING: TOWARD THE TWENTY-FIRST CENTURY

### I. INTRODUCTION

1. The beginning of the 1990s saw the coming together of many trends which would change the profile and perceptions of international migration that had marked the post war era. As an intergovernmental body created in 1951 to work with its partners in the international community to address the challenges of migration, IOM was observing these worldwide shifts and their effects on its Member States' needs and concerns while considering their implications for its own work. Its broad and flexible mandate was already an important asset for the management of international migration. Moreover, the updating of the Constitution in 1989 had positioned the Organization well to assist its Member States in meeting their migration needs. By 1992, however, there was a need for stocktaking, for serious examination of future trends and needs, and for clarification of the potential contributions of an intergovernmental migration agency in light of changed circumstances. As has been referred to in various formal and informal meetings with Member States over the past two years, this led the Administration to embark on a strategic planning process which would focus on planned change in a new global context.

2. Strategic planning is an ongoing process which moves through a number of stages. It requires a certain degree of detachment from day-to-day events as well as foresight and hard-headed reality. In IOM's case, it has been developed and refined over the past years through ever widening circles of participation. The process has entailed discussion over time and incorporation of Member States' needs and wishes as expressed on the occasion of formal governing body sessions as well as in informal consultations. It also has taken account of the mandates and the actions - current or planned - of the United Nations system in the migration field. Most recently, in April 1995, a global meeting of all IOM Chiefs of Mission and a broad range of Headquarters' participants - nearly one hundred persons in all - took the process to a new level.

3. The following is, in summary, the fruit of these efforts to date. Its purpose is to present, to IOM Member States, for reflection and discussion over the next six months, a blueprint for the IOM of the year 2000, building upon the strengths of the first forty-four years of the Organization's work, analysis of the requirements of a new era, and a vision of what should constitute a relevant international migration organization as it enters the next century.

### II. IOM'S MANDATE AND MISSION

4. Before proceeding to examine the context in which the IOM of the year 2000 will be called upon to function, however, there must be clarity as to why the Organization exists.

5. The Constitution sets the parameters of IOM's action through its definition of IOM's mandate, and is based on certain fundamental principles and precepts which guide the work of the Organization. These principles and precepts can be broadly summarized as follows: the need to ensure the orderly flow of migration movements; the recognition of the link between migration and economic, social and cultural development; the importance of understanding the causes and

consequences of migration and to seek practical solutions; international solidarity in bringing humanitarian assistance to persons in need, be they refugees, externally or internally displaced persons, migrants or other uprooted persons; and attention to the specific situation and needs of migrants, their dignity and their self-respect.

6. Over the past several years, considerable thought has gone into devising a succinct mission statement which reflects: IOM's mandate and those factors which make the Organization unique; its membership's views as to what it should be and what it should do; its staff's commitment; and its beneficiaries' expectations. After due consideration of these various elements, the participants in the April 1995 global meeting mentioned above felt that the following summarized IOM's mission:

*IOM is committed to the principle that humane and orderly migration benefits migrants and society.*

*As an intergovernmental body, IOM acts with its partners in the international community to:*

- *assist in meeting the operational challenges of migration;*
- *advance understanding of migration issues;*
- *encourage social and economic development through migration; and*
- *uphold the human dignity and well-being of migrants.*

7. These are the major characteristics of the Organization whose goals and objectives for the next decade need to be defined in the context of likely trends and requirements for international action in the migration field.

### III. OUTLOOK AND NEED FOR INTERNATIONAL COOPERATION IN THE FIELD OF MIGRATION

8. In the first years of this decade, worldwide political changes were sweeping away political barriers. Rapid economic advancement in some parts of the developing world was creating boom conditions, while other developing countries were lagging ever farther behind. Unemployment rates in many industrialized countries were proving stubbornly high, and economic growth in many was also proving stubbornly sluggish. Technological advances were ensuring that information and individuals could move at less cost and at greater speed than ever before imagined. Demographic trends continued to distinguish an ever younger developing world from an ever more ageing industrialized world. New conflict situations were arising from the break-up of some States, and leading to the breakdown of others: mass movements of people, internally and externally, inexorably would follow. Spreading environmental degradation was obliging ever more persons to move on - often irrespective of borders - in search of a place where conditions existed to ensure their survival. Taken together, these trends were painting a vivid picture of growing numbers of potential migrants, with more (if not always better) information than their fathers and mothers, in a world whose migration concepts, definitions, policies and structures were adapted to an earlier era.

9. International migration has played an important role in society by helping to forge economic, social and cultural bonds among nations. But, as the twenty-first century approaches, the world faces a major migration dilemma: how, in the face of the trends pointed out above, to restore respect for and use of migration as a positive and constructive force for economic and social improvement, for relieving suffering and for global learning?

10. Finding solutions to this dilemma poses one of the international community's major challenges as we approach the next century, especially as we read the many signs now pointing to further increases in migration pressures in the years ahead. Global populations will double by the third quarter of the next century, and the great bulk of that growth will be in the developing world. Commensurate job creation is unlikely to occur. Development assistance seems likely to diminish. Public reactions to migrants and migration are at an all time low. At the very time Governments are agreeing on new initiatives for expanded world trade, the migration systems through which many of the affected workers and specialists will move are becoming more and more clogged.

11. Urgently, therefore, a new global understanding and approach to migration must emerge which (a) recognizes the interplay between migration and contemporary social, economic and political forces and (b) sets forth a comprehensive policy framework to integrate and address them. In this connection, it will be important to recognize those areas where, and under what conditions, migration can contribute to economic, cultural and social development, as well as those areas where it does not. At the same time, international cooperation operating within this framework must emphasize prevention of irregular migration and seek real and enduring solutions to root causes.

12. This is a message the Organization has been emphasizing in its own governing body sessions and in its contributions to the international debate on migration. In doing so, IOM has attempted to outline an approach in six points:

- countries' migration policies must be reviewed, strengthened or established so as to ensure a better match between external pressures and domestic needs;
- in sending, receiving and transit countries, strong governmental migration structures must exist which can both manage national migration programmes and participate in cooperative international solutions;
- international trade, investment and development aid should target and reach migration-producing countries or areas within such countries;
- programmes must be designed to disseminate credible information to potential migrants about migration opportunities and the pitfalls of irregular migration;
- programmes must be expanded which facilitate the voluntary return of migrants - including those with skills to contribute to the development process; and
- the rights of individual migrants and refugees need to be respected.

13. The Programme of Action of the International Conference on Population and Development, adopted in Cairo in September 1994 by 179 Governments and since endorsed by the United Nations General Assembly, reflected these elements in its chapters on internal migration and international migration. For the first time in history, this Programme of Action provides a comprehensive, integrated and balanced global migration policy framework, which has the general endorsement of most of the world's Governments.

14. But a Programme of Action, in and of itself, does not produce action. What is still missing is an agent to harmonize and catalyze the many involved actors, actions and disciplines needed to give life to the Programme of Action and to make it operational. This critical gap needs to be filled.

15. In this connection, IOM is well positioned to play the key catalytic role in addressing and dealing with these migration pressures and opportunities as the next century approaches. IOM's plans for undertaking this role, and the necessary linkages with partners, are presented in the following sections of this Strategic Plan for discussion with Member States.

#### IV. IOM'S GOALS AND OBJECTIVES, 1995-2000

16. To address these needs and fulfil its mission requires an IOM with the capacity - operational, intellectual, technological and financial - to continue to devise and carry out relevant and needed programmes, including in migration emergency situations; to advise Governments and other partners on evolving trends, issues and solutions; and to gather, analyse and disseminate the information required to achieve these results in a timely and efficient manner. IOM must also be able to contribute actively to prevention efforts and to addressing root causes of irregular migration. Moreover, a further expansion of the Organization's membership base is needed. These elements of capacity and membership, combined with the explicit support and commitment of Member States and the Organization as a whole, should forge an IOM that is the leading global organization on migration by the year 2000.

17. To achieve that goal, IOM will need to meet nine major objectives:

- to provide secure, reliable, cost-effective services for persons who require international migration assistance;
- to provide migration assistance to persons affected by emergencies;
- to be the reference point for information on international, regional and internal migration;
- to offer expert advice and cooperation to Governments, intergovernmental and non-governmental organizations and others on migration matters;
- to promote economic and social development in concerned countries through the design and implementation of migration related programmes, including the transfer of qualified human resources;

- to be a forum for, and provide leadership in, the international debate on migration;
- to undertake programmes which facilitate the return and reintegration of displaced persons and other migrants, taking into account the needs and concerns of local communities;
- to help Governments and migrants find solutions to the problems and causes of irregular migration; and
- to work towards effective respect of migrants' rights.

18. The following provides some background on each of these objectives in light of past IOM activities and experiences and potential future action.

**Objective 1: to provide secure, reliable, cost-effective services for persons who require international migration assistance**

19. In its first forty-four years of existence, IOM has provided organized services to selected refugees, national migrants and returnees. To date, over eight million persons have benefited from such IOM services, which will continue to be refined, improved and offered, as required and requested. Unfortunately, however, most of the world's migrants - especially those in an irregular or illegal status - do not have a similar resource to test out the soundness of their migration plans. In most instances, their plans are based on inadequate or flawed information regarding realistic migration possibilities and the consequences of irregular movement. **To fill this gap while continuing to provide its migration services to regular migrants, refugees and returnees, IOM proposes to maintain a presence in major sending and receiving countries (1) to provide a counselling, information and decision-making reference point for intending migrants, (2) to provide logistical and other support services, as required, for migrants eligible for regular migration schemes, and (3) to monitor the impact and effectiveness of its programmes.** IOM's purposes in doing so would be to: (a) contribute to orderly migration processes, both by discouraging irregular movement and facilitating regular ones; and (b) offer more cost-effective pre-departure processing services through volume, consolidation and centralization; and (c) assume some of the migration-related functions traditionally performed by national consular services, if and as requested by Governments. As IOM will charge migrants, sponsors or requesting Governments or organizations for these services, the necessary structures should move toward becoming self-financing in the mid to long term, at a pace dependent on the degree to which Governments of both sending and receiving countries themselves use, or encourage the use of, IOM services. Consolidated processing services at the country level could result in savings to Governments which presently provide and fund these services separately at given locations.

**Objective 2: to provide migration assistance to persons affected by emergencies**

20. IOM has participated in virtually every humanitarian emergency involving large-scale movement of people since it was founded in the aftermath of World War II in Europe. Subsequent emergencies led it to such places as Uganda, Chile, South East Asia, Central America,

the Persian Gulf, the former Soviet Union, former Yugoslavia, Mozambique, Rwanda, Haiti and Angola. Today, IOM operates as a member of the team of multilateral agencies which forms the global emergency response network under the leadership of the United Nations Department of Humanitarian Affairs (DHA). As part of that team, or as requested by Member Governments, IOM offers its services to vulnerable populations in need of evacuation, resettlement or return. These services are generally offered to stranded migrants, externally or internally displaced persons or - in partnership with UNHCR - to refugees. While such services are often urgent and vital in the initial phases of an emergency, they may become even more relevant during the critical transition from emergency humanitarian relief, through a period of rehabilitation, to longer-term reconstruction and development efforts. In recent years, the international community has also come to look to IOM increasingly to assist in the return home and reintegration of demobilized former soldiers or police officials. **While IOM does not view itself primarily as an emergency response organization, it will continue to offer assistance in its areas of expertise to vulnerable persons requiring the help of an international migration organization.**

**Objective 3: to be the reference point for information on international, regional and internal migration**

21. IOM has long maintained a limited information base, and has contributed to dissemination of information on migration issues by undertaking research itself, by supporting the research activities of others, and by disseminating the results to interested parties through publications such as International Migration and the IOM Latin American Migration Journal. To the extent possible, IOM has also attempted to respond to specialized needs for information in such fields as migration and health, or trafficking in migrants, where particular interest exists and resources can be found. Expansion and augmentation of present efforts must become a high priority for IOM, especially since future trends in international migration, as in most other fields, point to information as the essential resource for individuals making life-changing decisions about migrating; for Governments setting migration policies; for international, regional or non-governmental organizations designing migration programmes; and for researchers, the media and individuals analysing and reporting on migration. **IOM proposes to establish itself as the authoritative source knowing what information in the migration field is required and what is available; how to acquire and store it in an easily accessible form; and how to channel or disseminate it to multiple recipients. To this end, IOM proposes to establish an information clearing-house with both statistical and bibliographic components and, where needed, supplement externally available information through its own research and analysis.**

**Objective 4: to offer expert advice and cooperation to Governments, intergovernmental and non-governmental organizations and others on migration matters**

22. For many years, technical cooperation has been an essential element of IOM's programmes in Latin America at the request of Member States. There, it has centred largely on policy development, revision of national migration legislation and implementing procedures, migration structures and training of migration officials. In that region, it has also expanded more recently, in the wake of increasing economic integration efforts, to include subregional harmonization of migration policies and procedures. With the end of the cold war, demand for similar IOM assistance in Central and Eastern Europe and the former Soviet Union has become a major element in the Organization's programming. It increasingly is being replicated in other regions as well, as

the new characteristics of migration in the 1990s need to be incorporated in national policy and practice world wide. **IOM sees its role in this field as one where it can contribute to cooperative efforts to share information and expertise, forge better international cooperation on migration matters, and help fulfil its mandate to further orderly processes of migration. Linked to the previous objective of being the reference point for information on migration, IOM would seek - through its own staff, through outside experts on an IOM roster who would act as consultants, or through exchanges among Governments brokered by the Organization - to strengthen the capacities of Governments as well as subregional and regional groupings to address current and emerging migration needs, including emergency situations.**

**Objective 5: to promote economic and social development in concerned countries through the design and implementation of migration related programmes, including the transfer of qualified human resources**

23. The link between migration on the one hand and social and economic development on the other has figured in IOM's Constitution since the Organization was founded, and has therefore always influenced the types of activities the Organization has carried out in cooperation with and at the request of its Member States. Whether through the provision of permanent migrants who bring with them needed skills, through temporary migration schemes which foster transfer of know-how, or return migration programmes which help developing countries to recoup their skilled nationals residing abroad, IOM has made a significant programmatic contribution to development through migration. **Consultative links with Governments and other multilateral institutions should be reinforced, however, to adapt IOM's programmatic response to current migration realities.** The enhanced information base described under Objective 3 above will be equally crucial to IOM's continuing ability to propose relevant programmes which respond to Member States' present economic and social development goals. **IOM sees its role as a facilitator for Governments, and in the light of current and changing world conditions, projects greater operational involvement than in the recent past in labour migration schemes and other time-limited - as opposed to permanent - migration programmes.**

**Objective 6: to be a forum for, and provide leadership in, the international debate on migration**

24. International and regional seminars have long figured on IOM's institutional workplan. In recent years, and in particular since IOM's role as a forum for discussion of migration trends and issues was emphasized by its Member States in the second half of the 1980s when discussing amendments to the Constitution, the Organization has sought to highlight its work in this field of activity. In doing so, however, the accent has been on linking topics chosen and procedures followed to those which would lead to practical outcomes, especially in terms of programmatic potential for the Organization. **In the future IOM must benefit from better information bases, expanded links to research and academic institutions active in the migration field, and strengthened in-house capacity for research, analysis and dialogue. At the same time, IOM will need to take a leading and active role in the international debate on migration issues, both in IOM fora and in other appropriate fora around the globe, so as to foster greater international cooperation in the migration field, as emphasized in IOM's Constitution.**

**Objective 7: to undertake programmes which facilitate the return and reintegration of displaced persons and other migrants, taking into account the needs and concerns of local communities**

25. One of the hallmarks of IOM's work over the years has been its ability to help persons in need of international migration assistance wherever they might be and without regard to their formal juridical status as emigrants, refugees, displaced persons, returnees, etc. - all categories, nevertheless, specifically referred to in IOM's Constitution. This has long been explicitly recognized by IOM Member States to include assistance in countries of origin as well as outside them. Today, the incidence of population displacement which does not neatly fit within accepted traditional definitions and international responsibilities, yet which requires international involvement, is a major challenge for the world community. No one organization - intergovernmental or non-governmental - can respond alone in the face of the enormity of the needs, and cooperative efforts bringing together all who have a legitimate interest and mandate in the field will be required. **IOM, based on its experience with return migration, its operational expertise, and its formal mandate to assist displaced persons, has in recent years increasingly been called upon by Member States and other intergovernmental partners to participate in efforts to ensure the effective return and reintegration of displaced persons and other migrants. IOM foresees this as a growing field of activity for which, among other things, inter-institutional links will need to be strengthened so as to take best advantage of the strengths of the various entities involved.** IOM's logistical experience in arranging return movement should also be integrated into a continuum leading to effective reintegration when physical presence, knowledge of local conditions and strength of relationships make this both possible and practical.

**Objective 8: to help Governments and migrants find solutions to the problems and causes of irregular migration**

26. Irregular migration is today one of the major concerns of the international community and a problem for different reasons to most of the world's States. As such, it must be singled out as requiring special attention on the part of a migration organization. Helping Governments and individuals to deal with the effects of irregular migration - essentially through assisted return programmes - is now a traditional activity of this Organization. However, it is not enough to deal only with effects. Consequently, IOM has begun in recent years to examine ways to influence migration decisions before they are taken and to reduce the potential for rapid, massive outflows through programmes targeted to reduce migration pressures. For example, as mentioned earlier, **IOM would propose to use its presence in origin countries as counselling, information and decision-making reference points for intending migrants. Furthermore, IOM would continue to design and implement information campaigns which provide potential migrants with a more accurate picture of migration realities, including the pitfalls of irregular migration, with the aim of prevention before the fact rather than cure afterward.** IOM has developed mechanisms to gather information on potential migrants' attitudes and motivations, as well as on situations which could lead to irregular migration flows. These efforts need to be evaluated and, where effective, strengthened. The information they provide, in particular about the basic causes and motivations for irregular movement, is important to IOM, Governments and other intergovernmental organizations as the basis for encouraging dialogue between sending and receiving States on effective measures that can address irregular flows. It is equally important for devising operational programmes for organized migration alternatives which can address some of

the pressures stimulating irregular flows for want of realistic, legal outlets. IOM is aware that any work in this area must also preserve the possibilities for refugees to seek asylum.

**Objective 9: to work towards effective respect of migrants' rights**

27. Underlying IOM's work since its inception has clearly been the recognition that, in the final analysis, all that it does is on behalf of individual human beings in need of international migration assistance, and toward whom the international community recognizes a responsibility. The disturbing rise in xenophobia and the tendency to target the foreigner as the scapegoat for any number of societal ills is in fundamental contradiction with the aims of such an organization. **Increasingly, then, IOM sees the need to use means and occasions available to stimulate awareness of the contributions migrants can and do make, the difficulties they often face, and the rights to which they are entitled as human beings. IOM also sees the need to help clarify with migrants their lawful obligations to the States offering them admission.** In its public information efforts as well as its programmatic activities, e.g. when engaging in technical cooperation programmes, such awareness of both rights and obligations will be promoted. Closer relationships will be developed with concerned intergovernmental and non-governmental organizations so as to promote more effectively respect for the well-being of migrants, and such issues will also be highlighted in other relevant IOM activities such as seminars and workshops, both internal and external.

V. IMPLICATIONS FOR IOM'S RESOURCES AND NETWORK

(1) Resources

28. As mentioned earlier, enhanced operational, intellectual, technological and financial capacities will be essential for IOM to meet these strategic objectives, even though the Organization has a solid base for further developing these advanced capabilities. With the support of Member States, the Administration will accelerate efforts to deploy existing human, material and financial resources in keeping with its strategic plan. (The Administration is currently composed of over 1,100 staff members employed at IOM's Headquarters in Geneva and in some 70 field offices world wide.) The Administration has already undertaken management and programme initiatives to increase productivity and produce savings, which will be applied as well to the implementation of the strategic plan. Only thereafter, if gaps still need to be filled, would further proposals be formulated in order to address them over a multi-year time period.

29. IOM's current funding of its operational activities is based primarily on voluntary contributions and/or reimbursements from Governments and funding agencies; the relatively small Administrative part of the Budget, based on assessed contributions from Member States, covers only partially the core staff and office costs at Headquarters and in the field.

30. The implementation of the above-described strategic plan over the next five years will necessitate both enlargement and diversification of the Organization's funding base. In order to achieve this and in line with the strategic goal, it is of utmost importance to seek a more global membership which will have both an immediate impact on the Organization's assessed resources, and also increase potential for voluntary contributions.

31. In addition, better-targeted, multilateral fundraising action related to specific projects in all areas of IOM work will be developed. IOM must take increased account of donor priorities; expand fundraising efforts with multilateral financial institutions and in the private sector; explore a variety of income-generating possibilities through marketing and provision of cost-efficient services to migrants and to Governments; and strengthen institutional support from Member States.

32. One critical point should be very clear: the Administration is keenly aware of, and sensitive to, financial difficulties facing Member Governments. The planning and phased implementation of this strategic plan would take these concerns continuously into account. However, when considering the enormous social and financial costs to Governments and societies resulting from irregular migration, as well as the high global priority international migration is presently receiving, we hope Governments will see that investments in IOM, which will help prevent problems or galvanize solutions to them, will offer significant cost-benefit advantages.

(2) Network

33. At present, IOM membership is composed of 55 Member States, while 41 other States hold observer status. A global international organization for migration will undoubtedly be composed of an increased number of States, reflecting in a more balanced way the diversity and complexity of migration challenges in the various regions of the world.

34. In examining how to meet the approaching twenty-first century's migration challenges, especially in view of the catalytic leadership role IOM is proposing to play, special attention must be given to IOM's place in the community of international organizations. Presently an independent international organization specializing in migration and outside the United Nations system, IOM carries out its activities in close cooperation with a variety of governmental, intergovernmental and non-governmental partners. These include national authorities; United Nations organs and agencies such as ILO, UNDP, DHA, UNFPA, WHO, UNHCR, UNV and UNCTAD and the regional economic commissions; regional intergovernmental organizations such as the Council of Europe, the Organization of American States (OAS), the Organization for African Unity (OAU) and the European Union (EU); and non-governmental organizations such as the Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC). In the latter category, a number of national and international voluntary agencies involved in refugee and migration matters have particularly close working relations with IOM.

35. IOM respects and supports the roles and functions of each of these partner organizations, including areas where they are assigned leadership responsibility in their functional specialities. In the same sense, IOM should receive reciprocal respect and support for its role and functions in the field of migration. Given current complexities and ambiguities in the migration field, this requires IOM Member States, which are also members of United Nations organs and agencies, to establish and make clear such a policy decision. Only in that case would IOM's present institutional arrangement, as discussed above, provide a sufficient framework for accomplishing this strategic plan's objectives over the short- to mid-term. Over the long term, the ongoing debate within the IOM membership on the formal ties that do or should bind IOM and the United Nations system would have to be pursued and brought to conclusion.

VI. EXPECTED RESULTS

36. As this strategic plan is implemented, IOM will be contributing to:

- *better informed Governments and societies;*
- *strengthened governmental capacity to manage migration pressures and opportunities;*
- *clearer governmental policies and programmes which both encourage and provide incentives for orderly migration and discourage disorderly migration;*
- *increased fairness, discipline and equity;*
- *more and improved opportunities for integrated and harmonized action;*
- *more effective prevention, including addressing root causes;*
- *better enforcement of measures against traffickers of migrants or other illegal dealers profiting from the desperation of migrants;*
- *enhanced protection of migrants' rights and welfare on the one hand and observance of their legal obligations to receiving States on the other; and*
- *resolution of migration crises in ways which contribute to stabilization and development.*

SEVENTY-FIRST SESSION

RESOLUTION No. 923 (LXXI)

(Adopted by the Council at its 407th meeting on 29 November 1995)

**FUTURE ACTIVITIES OF IOM**

*The Council,*

*Considering* the complex challenges posed by changing trends and needs in the migration field,

*Mindful* of the need to better define the contribution the International Organization for Migration, guided by the principles and precepts contained in its Constitution, may make to meeting these challenges,

*Reaffirming* the positive and constructive role of migration in economic and social improvement,

*Conscious* of the need to maintain and strengthen institutional and working relations with other international organizations engaged in migration in order to ensure the most effective use of resources,

*Having received and examined* document MC/1842, submitted by the Director General, on “IOM Strategic Planning: Toward the Twenty-first Century”,

*Taking into account* the outcome of the informal consultations held with Member States (MC/EX/572/Rev.1), the comments submitted by other international organizations, and the deliberations of the Executive Committee at its Eighty-ninth Session held on 31 October 1995 (MC/1854),

*Resolves:*

1. To thank the Director General for having submitted document MC/1842 which will serve as a valuable guide for IOM current and future activities;
2. To affirm that IOM, committed to the principle that humane and orderly migration benefits migrants and society, acts to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and work towards effective respect of the human dignity and well-being of migrants;
3. To acknowledge the comprehensive approach and broad directions for activity contained in document MC/1842, as reviewed in the course of the informal consultations and in the Eighty-ninth Session of the Executive Committee;
4. To request the Director General to take into consideration these broad directions in preparing the programme of activities submitted each year to the governing bodies for approval, based on the needs and priorities indicated by Member States and taking into account the multilateral character of IOM as well as the process of universalization in which the Organization is engaged;
5. To reaffirm that the programmes approved by the governing bodies shall be implemented within the limits of resources made available to IOM by its Member States, other interested States and donors;
6. To invite the Director General, with the support of Member States, to strengthen and, as appropriate, formalize cooperation with the United Nations system and other relevant organizations, having regard to the need to improve complementarity and avoid duplication, while ensuring mutual respect of the individual competences of the organizations concerned;
7. To call upon all Member States and other interested States to continue to support IOM, enabling the Organization to address in a more comprehensive manner the manifold issues raised by migration.



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# MANAGING MIGRATION

## MAIN AREAS

### MIGRATION AND DEVELOPMENT

Return of Qualified Nationals  
 Exchange of Expertise  
 Remittances  
 Relations with Diasporas  
 Micro-credit Schemes  
 Targeted Assistance  
 Brain Drain and Gain

### FACILITATED MIGRATION

Workers and Professionals  
 Family Reunification  
 Consular Services  
 Policy Harmonization  
 Recruitment  
 Documentation  
 Language Training  
 Cultural Orientation  
 Integration

### MIGRATION CONTROL

Capacity Building  
 Border Management  
 Policy Harmonization  
 Assisted Return and Reintegration  
 Interdiction  
 Trafficking/Smuggling  
 Stranded Migrants

### FORCED MIGRATION

Asylum and Refugees  
 Resettlement  
 Repatriation  
 Integration  
 IDPs  
 Post-conflict Recovery  
 Demobilization  
 Claims and Compensation  
 Elections and Referenda

### *Cross-cutting Activities*

*Technical Cooperation*

*Protection of Rights*

*Information Gathering and Research*

*Policy Debate and Guidance*

*Regional and International Cooperation*

*Advocacy, Public Information and Education*

*Migrants' Health*