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

IOM STRATEGY: CURRENT AND FUTURE MIGRATION REALITIES AND IOM'S ROLE

I. INTRODUCTION

1. The International Organization for Migration (IOM) has been assisting governments to address migration challenges since 1951. What started as a small organization, limited in geographic reach and mandate, has since grown to global proportions, addressing the entire spectrum of migration issues. Necessarily, its role and responses have changed over the years, in order to remain effective and responsive to changing circumstances, trends and priorities. In order to be able to do so, periodic reviews of the direction of IOM and its functions are needed. This involves an analysis of migration developments, IOM's place in the international community, challenges or constraints faced, and objective setting for future directions.
2. The last formal stocktaking of IOM's priorities was set out in 1995 in document MC/1842: "IOM Strategic Planning: Toward the Twenty-First Century" (Annex I). This document was endorsed by Member States in Council Resolution No. 923 (LXXI) of November 1995 on "Future Activities of IOM" (Annex II).
3. At the Eighty-Fourth Session of the Council in December 2002, Member States expressed an interest in discussing a new strategy paper on the future directions of IOM, especially as part of the ongoing consideration of IOM's place in the international system, more particularly its relationship with the United Nations.¹
4. In response to this request by Member States, a first version of a "Note on IOM Strategy: Current and Future Migration Realities and IOM's Role" (MC/INF/262) was prepared by the Administration and sent to Member States. It was used as a basis for discussion at informal consultations held on 17 October 2003. The debate at those consultations and subsequently at the Council Session in November 2003 was rich and constructive. While recognizing that the document constituted a strong basis for discussion, Member States considered that the document could be further refined. They invited the Administration to submit a new version of the Strategy Note. Some of the elements to be included should be, *inter alia*, an explanation of the historical context surrounding IOM's creation and its current aim at universality; a reference to international law and IOM's role in ensuring effective respect for migrants' rights; a reference to IOM's role as a key source of analysis and knowledge in the migration field, as well as its capacity to provide policy assistance to governments.
5. In order to prepare a revised version of the Note reflecting adequately the concerns of Member States, on 6 January 2004 the Administration invited States to submit comments on both the structure and the substance of the Note. In response to this invitation, four States submitted written comments. To summarize briefly, the responses received suggested a restructuring of the paper to include more clearly the present situation and assumptions as to future trends, to clarify the relevance of the 1995 document and to identify possible

¹ See MC/INF/263, "IOM-UN Relationship: Summary Report of the Working Group on Institutional Arrangements", 10 November 2003.

challenges facing IOM in the years ahead. The discussion on IOM's relationship with the United Nations was mentioned as needing to be included, as well as the work of the Global Commission on International Migration.

6. The Administration has prepared this revised document to be the basis for future discussions. It aims to review developments since 1995, both globally in terms of migration trends, as well as institutionally in terms of changes to IOM, and to analyse how IOM will be best placed to move forward to remain global, relevant and efficient in its work for governments and migrants, taking into account achievements since 1995, current challenges and changes needed.

II. HISTORICAL CONTEXT

7. IOM was established at an international conference held in Brussels in 1951, partly as a result of the demise of the International Refugee Organization. Initially called the Provisional Intergovernmental Committee for the Movements of Migrants from Europe (PICMME) and, in 1952, the Intergovernmental Committee for European Migration (ICEM), the Organization was actually set up as a temporary agency. At that time, the main issue for the Organization and its Members was surplus population in Europe, following the displacements of the Second World War and the resultant need for emigration from Europe to countries overseas. Transporting those emigrants – be they refugees, displaced persons or national migrants – was the Organization's priority in terms of activities and resources.

8. The Organization's area of work continued to be extended as migration flows kept occurring. Migration trends rapidly changed in the following years, as did the migration needs of the Member States. A Council resolution in 1979 affirmed the need for the Organization to provide migration services on a global basis. In 1984, it was decided to review the Constitution in order to bring it in line with the realities of IOM's work. It was at that time that the Constitution was amended to reflect the abolition of a geographic limitation. The focus on European migration was superseded by a worldwide mandate. The amended Constitution came into force on 14 November 1989.

9. Today, IOM's membership increasingly reflects its global coverage, and its mandate covers the entire range of migration issues facing States. Recognizing that migration is an issue that can only be addressed through inter-State cooperation, IOM aims to continue broadening its reach, in order to ensure that the orderly management of migration is internationally attainable.

III. IOM'S MANDATE AND THE 1995 STRATEGIC PLAN

10. The IOM Constitution of 1989 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;

- (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.

11. In 1995, an examination of the work of IOM and an analysis of its requirements for entry into the twenty-first century took place. This strategic planning process was described in the afore-mentioned Council document: "IOM Strategic Planning: Toward the Twenty-First Century". The document provided a succinct mission statement which reflects the mandate of IOM and its mission. The statement reads as follows:

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

12. When the Council endorsed the document through its Resolution No. 923 (LXXI) of 29 November 1995 on "Future Activities of IOM", it outlined the Strategic Plan, envisioned to see the Organization through to at least 2000. The Plan outlined a number of objectives to be met by IOM:

- 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.

13. The results of the Strategic Plan were envisioned as follows:

“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.”

IV. ASSESSMENT

14. Since 1995, IOM's programmes have worked towards meeting the nine outlined objectives. The Administration considers that the work of IOM and its staff have contributed to a great extent to attaining the objectives. However, it is not possible – and in fact not appropriate – to say that they have all been entirely met. Most are of an ongoing nature, for example the objective to provide reliable services and that of providing expert advice to governments. Others are difficult to measure or not possible to attain completely, for example the objective to assist States in finding solutions to irregular migration. The objectives therefore continue to be relevant to IOM's work today. Similarly, not all the outputs can be considered to be completely achieved. In some areas, for example, contributing to opportunities for integrated and harmonized action, IOM's work is clearly identifiable and quantifiable.² In other areas, for example increased fairness, discipline and equity, results are more difficult to quantify, although programmes continue to be implemented with such goals in mind.

15. Furthermore, in order to achieve the objectives and expected outputs, the 1995 document also identified a number of prerequisites. Key among these prerequisites was that IOM has enhanced operational, intellectual, technological and financial capacities. While IOM has met with considerable success in targeting fund-raising and initiating income-generating possibilities, financial contributions from Member States have not always allowed IOM to increase its capacities to the extent required to best be able to fulfil the agreed 1995 objectives.

16. Nevertheless, the objectives and outputs identified in the 1995 document remain largely relevant today and provide a useful description of the contributions IOM endeavours to make to the global migration arena. In sum, therefore, the mandate and the objectives of the Organization have not changed substantially and probably will not change significantly in the foreseeable future. IOM will continue to work in the areas laid out in its mandate, and to work towards the listed objectives in the 1995 document. While the mandate and global objectives have not changed, some of these objectives have been completed, revised or refined as a result of new needs emerging in the migration field: emergency and post-conflict activities are a good example (compensation, out-of-country voting, reinsertion of former combatants, community-development projects), as well as migration for development (links with diaspora, remittances) and international migration law as a necessary component of orderly and humane management of migration.

17. Based on all those realities, what needs to be analysed today therefore is *how* IOM will be most relevant to continue serving governments and migrants, given current trends and changing priorities and needs; that is, not primarily what the Organization does, but how it does it, and on which areas emphasis should be placed. This discussion is relevant given both

² For example, contributing to better understanding and dialogue at the regional level through regional dialogue mechanisms or processes. Due to IOM's involvement in promoting, creating, supporting and contributing to such regional mechanisms, there are at present such bodies covering almost 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.

global developments in migration trends and issues, as well as institutional developments pertinent to how IOM operates.

V. DEVELOPMENTS SINCE 1995

V.1 Global Migration Developments and Trends

18. Global developments and future migration trends and issues can be summarized as follows:³

- (a) Migration is increasingly affecting the lives of people and governments as the number of people on the move continues to grow. Greater population mobility is being affected by increasing economic, political and cultural globalization. Such globalization, especially in relation to trade liberalization, global economic integration and electronic communication, has brought about a heightened awareness of life and work opportunities in other parts of the world. In addition, moving has never been easier, with significant advances in international transport. Improved transportation and communication networks have amplified the phenomenon of transnational migration, whereby migrants regularly travel back and forth between countries, or otherwise maintain ties through, for example, the sending of remittances. Patterns of movements, already complex and multidirectional, continue to change as circumstances at the global, national, regional, community and personal level change. Migration is becoming increasingly temporary and circular. Dramatic changes in the demographic make-up of the world's population can be foreseen.
- (b) Migration is increasingly an essential, inevitable and potentially beneficial component of the economic and social life of every State and every region. 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. States are recognizing that it is no longer sufficient to address individual aspects of international migration in isolation: they must be brought together in a comprehensive framework.
- (c) International cooperation on migration is now firmly set in train and 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.
- (d) Competition for highly skilled labour is increasing and will continue to do so. Demand for labour at all skill 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.
- (e) Developing countries are increasing their attention to managing the economic and social impact of migration as they benefit from migrant remittances and networks built by their

³ See also "Trends in International Migration" MC/INF/256; and "IOM-UN Relationship Preliminary Report" MC/INF/263, Annex I, paragraphs 8 to 12.

diaspora, but also as they seek to resolve the skills gaps left by departing professionals. The impact of migration on development – and *vice versa* – is also an increasing preoccupation of States, not only through their aid and development sectors but also through their trade and financial sectors.

- (f) Questions about belonging, dual/multiple nationality, circular migration and the extent of political participation for migrants in their countries of origin, or in countries of residence, continue to increase.
- (g) A significant trend in international migration has been the increasingly visible and diversified presence of women in the various migration categories. Moreover, population ageing in certain developed countries has heightened the request for services often mostly provided by female migrants. This noticeable role and presence of women across the full spectrum of the migratory flows impacts on the role of both men and women, on the families left behind and on the communities of immigration in general. As a result, attention to gender perspectives in the migration discourse has become more pronounced, in recognition that these new patterns may offer both opportunities for empowerment as well as challenges in specifically vulnerable migratory contexts.
- (h) There is a certain degree of constructive friction already identifiable between the need for control and facilitation of movement for trade and business purposes. Security is a contributing preoccupation which will increase the need for work on identification, verification and integration. The issue of balancing security concerns with due regard for migrants' rights is one which is of current concern, as well as that of international norms and standards regulating migration.
- (i) The relationship between health and mobility is increasingly being recognized as 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 public health in successful reintegration is also becoming better recognized.
- (j) There will continue to be population movements caused by push and pull factors affecting human security such as 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 in affected areas, including political and social stability, public health and national security. Measures for population stabilization, movement of populations to safety, and return will continue to be needed. This is also likely to include emergency response and post-emergency activities, such as the reintegration of people, be they refugees, displaced persons or former combatants. As part of negotiated settlements, there will be specific needs for programmes to compensate such people for losses, for example, of property.
- (k) As migration management becomes more effective, there will still be a need for advice, for facilitation of dialogue among thematically or geographically linked groups of countries. There will be an ongoing and increasing requirement for services in the areas

of labour migration, preparation of migrants through documentation, health, cultural orientation and technical cooperation in all fields of migration management. The links between trade, labour and migration, including their impact on development, will need to be further explored. Information gathering and dissemination will increase in importance for both governments and migrants for decision-making on migration issues.

V.2 Institutional developments affecting how IOM operates

19. Institutionally, IOM's role and methodology should be adapted to take the following into consideration:

- IOM has grown from 55 Member States and 41 observer States, 1,100 staff and 70 Field Offices in 1995 to 105 Member and 27 observer States today, with over 4,100 staff members and over 200 offices and sub-offices in some 100 countries. Its larger global presence and increased needs and the variety of interests of its Members mean that how it does its work will change.
- Demand for activities in all regions of the world has increased, as have the types of activities IOM is requested to perform. Accordingly, additional services and units within IOM have been created to meet specific needs and to cope with growth.
- Partnerships between IOM and other agencies and organizations, non-governmental organizations (NGOs) and 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.⁴ IOM has sought to work in close coordination with key partner agencies whose work intersects with that of IOM on the main themes of migration, i.e. migration and development, facilitating migration, regulating migration 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. Furthermore, given that migration can be characterized as one of the defining global issues of this century, more agencies are becoming involved in migration issues. Means of cooperation between such agencies and IOM therefore need to continue to be developed.
- IOM's place in the international system is a subject of discussion and needs to be considered, because IOM is outside the United Nations. There is increasing

⁴ 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), United Nations Development Programme (UNDP) (1998), 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 November 2002) "IOM Partnership with Non-Governmental Organizations in Managing Migration".

interest of other international organizations, including the United Nations, in migration issues, due to the recognition of migration as a pressing issue in the world today. As part of its efforts to strengthen and intensify its cooperation with key international partners, IOM was a joint initiator of the Geneva Migration Group (GMG), which brings together the heads of six agencies dealing with various aspects of migration: IOM, International Labour Office (ILO), United Nations Conference on Trade and Development (UNCTAD), United Nations High Commissioner for Human Rights (UNHCHR), United Nations High Commissioner for Refugees (UNHCR) and the United Nations Office on Drugs and Crime (UNODC). The GMG's aims are: to share information and ideas, improve understanding, make effective linkages, and provide direction and leadership in a system-wide context.

- Another development impacting on IOM's relationship with the international community is the creation of the Global Commission on International Migration. This independent Commission, which was launched in December 2003 by the Secretary-General of the United Nations, has the stated aims of placing international migration on the global agenda, analysing gaps in current policy approaches to migration and presenting recommendations on how to strengthen the governance of international migration. The Global Commission will present its report to the Secretary-General in summer 2005.
- The question has been asked regarding how IOM can remain effective and maintain its status as the pre-eminent world organization dealing with migration if it remains outside the United Nations system. The advantages and disadvantages of joining the United Nations system have been laid out in Annex III of document MC/INF/263. The IOM Administration recognizes a number of areas where strengthened relations with the United Nations could benefit the work of IOM. There are also concerns regarding the increased cost and the effect on efficiency that United Nations status might bring. The issue remains open.

VI. LOOKING AHEAD

20. To play its role, IOM needs to remain global, relevant and efficient. The breadth, depth and quality of services and advice – both policy and practical – based on IOM's experience have grown exponentially. In 1999 IOM was reorganized to strengthen its ability to deliver services in seven key areas of specialty – movement, migration health, assisted voluntary returns and integration, counter-trafficking, technical cooperation, mass information and labour migration. IOM's provision of services is dynamic and demand driven. The aim of IOM is to enhance the synergies and work in global and regional contexts where relevant and feasible. Demand for activities which build on skills related to its range of services has been increasing.

21. To help its partners better understand the breadth of migration management, IOM divides the issues and activities related to the effective management of migration broadly into four key areas: migration and development; facilitating migration; regulating migration; and forced migration, with a number of cross-cutting activities relevant to each of these four

categories, covering technical cooperation and capacity-building, migrants' rights and international migration law, data and research, policy debate and guidance, regional and international cooperation, public information and education, migration health, gender dimension and integration and reintegration (see Annex III).

22. The importance of pursuing a comprehensive approach to migration management at the national level, and supporting 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. Migration management is today the key theme of IOM's work and must continue to be the approach with which it addresses migration problems. In response to demands by governments, IOM will continue to strengthen its role in providing assistance in migration policy development and implementation.

23. The two-way link between migration and development has long been recognized and utilized by some actors in various regions, but for many others this is only now being properly understood and supported. This includes the instrumental role of the diaspora and the importance of the relationship between countries of origin and their diaspora. The importance 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 is asked to respond to requests for advice and services. This will be a key focus for IOM in future years.

24. An increasingly important element of IOM's work in recent years has been in contributing to better understanding and dialogue at the regional level, through support for regional dialogue mechanisms or processes. IOM's involvement in promoting, creating, supporting and contributing to such regional mechanisms has meant that there are now active processes 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. Regional processes will need to be another key area where IOM will focus its efforts.

25. As the need for migration expertise, policy advice and other support services provided by IOM to both migrants and governments continues and increases, the provision of services will continue to underpin – and be underpinned by – research, policy and legal advice. Research, data gathering and analysis of data are essential to developing new policy and practical solutions. 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.

26. IOM also firmly believes it needs to play a leading role in international migration law and best practices, including ensuring effective respect for migrants' rights. Given the increasing emphasis on security, as well as the incidence of discriminatory practices in parts of the world today, IOM must strengthen its commitment 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 they enjoy. IOM also sees the need to clarify with migrants their obligations to States offering them admission and residence.

27. IOM will continue to work towards gaining the confidence of countries which have not yet seen the advantages of IOM membership. Better global coverage will enhance IOM's ability to collect and analyse up-to-date information on flows and trends, and 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. IOM will also continue to provide relevant migration assistance to governments and migrants. This in turn will enable IOM to act across the globe and thus be able to respond to evolving or new needs.

28. The primary goal of IOM remains to ensure orderly and humane management of migration. To achieve that goal, and taking into account the changes which have occurred since the 1995 objectives were adopted, IOM will need to meet the following revised objectives:

- to provide secure, reliable and cost-effective services for persons who require international migration assistance;⁵
- to provide humanitarian response in emergency and post-conflict situations, including reinsertion in civilian life of demobilized combatants, population stabilization, capacity-building, out-of-country voting and compensation programmes;⁶
- to offer expert advice and technical cooperation to States, intergovernmental and non-governmental organizations and others on migration matters;
- to promote economic and social development through the design and implementation of migration-related programmes, including transfer of qualified human resources, support to diaspora, remittances management and labour migration arrangements;
- to be the reference point for information on international, regional and internal migration, providing leadership in the international debate and policy dialogue on migration;⁷
- to work towards promoting international migration law, including enhanced protection of migrants' rights and welfare;⁸

⁵ See list of services enumerated in Article 1 of the IOM Constitution.

⁶ See "Emergency and Post-Conflict Response (1990-2001)", MC/INF/249, 10 May 2002, and "Role of IOM in Emergency and Post-Conflict Situations", MC/INF/260, 18 November 2002, which provide a list of programme activities such as: population stabilization; capacity-building; psychosocial programmes; registration; survey and processing; diaspora outreach services; integration or reintegration assistance.

⁷ See "International Dialogue on Migration", Eighty-second Session of the Council, 27-29 November 2001; Round Table on Managing Migration at the Regional Level, June 2002; "Elements of a Comprehensive Migration Management Approach", MC/INF/255, November 2002.

⁸ See "Migrants' Rights: IOM Policy and Activities", MC/INF/259, 13 November 2002.

- 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; and
- to help governments and migrants find solutions to the problems and causes of irregular migration, in particular smuggling and trafficking.

29. In sum therefore, building on its expertise and experience, IOM must 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;
- as promoter of effective respect for international migration law and migrants' rights;
- as leader in the international policy dialogue on migration.

VII. IMPLICATIONS FOR IOM RESOURCES AND NETWORK

30. One of the most significant challenges faced by IOM is the ability to balance increasing requests for activities, the increasing geographic and thematic scope of activities with its limited human and financial resources. The Organization has learnt from the years of zero nominal growth (ZNG), and the Administration remains firmly committed to managing its resources cost-effectively. However, ZNG imposes more and more serious constraints on the ability of the Organization to exercise effectively its functions with maximum efficiency and control. Continuing to seek solutions through outsourcing, decentralizing, and imaginative use of technology and Discretionary Income will be indispensable in the short term, but further measures, not excluding budget increases, will be necessary to address the issue of growth in a comprehensive manner. Attention to staff will also be an important element in remaining efficient and cost-effective: there is a 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.

31. Projectization may be a useful incentive to remain relevant, but it does limit the Organization's ability to respond to needs in areas where donor confidence has yet to be established, or to break new ground in migration management. 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.

32. While IOM continues to witness an increase in its membership, becoming truly global and able to respond to emerging needs, the increase in the number of Member States has not resulted in sufficient financial coverage for the Organization's assessed budget to fully manage growth. Outstanding contributions from Member States continue to be an urgent problem for IOM, seriously jeopardizing its continued efficiency and viability. Member States may have to become more categorical in their censure of States with outstanding contributions, since the Administration's efforts to seek successful solutions to this very real problem have limitations.

33. IOM has the mandate, the capacity and the global reach through its membership and programmes to provide leadership in migration. 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.

VIII. CONCLUSION

34. During its more than 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 to offer advice and services to anticipate challenges, not just to respond to them. 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.

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Annex I

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IOM STRATEGIC PLANNING: TOWARD THE TWENTY-FIRST CENTURY

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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.



IOM • OIM

MANAGING MIGRATION

MAIN AREAS

