

**NOTE CONCERNING DOCUMENT MC/2153**

At its Ninetieth Session the Council, by Resolution No. 1126 (XC), approved the Report on its Eighty-eighth Session without amendment.

To save the cost of reprinting the whole report, it is requested that the attached cover page be added to the original document MC/2153 dated 28 January 2005.

**MC/2153/Rev.1**

**Original: English  
19 December 2005**

**NINETIETH SESSION**

---

**REPORT ON THE  
EIGHTY-EIGHTH SESSION OF THE COUNCIL**

Geneva

30 November to 3 December 2004

Rapporteur: Mr. F. Verheyden (Belgium)

**MC/2153**

**Original: English  
28 January 2005**

**EIGHTY-EIGHTH SESSION**

---

**DRAFT REPORT ON THE  
EIGHTY-EIGHTH SESSION OF THE COUNCIL**

Geneva

30 November to 3 December 2004

Rapporteur: Mr. F. Verheyden (Belgium)

---

Draft reports of meetings of the governing bodies are subject to correction.

Participants wishing to make corrections should submit them in writing to the Meetings Secretariat, IOM, P.O.Box 71, CH-1211 Geneva 19, within one week of receiving the records in their working language; these will then be consolidated in a single corrigendum.

## CONTENTS

	<u>Page</u>
INTRODUCTION .....	1
ATTENDANCE .....	1
OPENING OF THE SESSION .....	2
CREDENTIALS OF REPRESENTATIVES AND OBSERVERS .....	2
ELECTION OF OFFICERS .....	3
ADOPTION OF THE AGENDA .....	3
ADMISSION OF NEW MEMBERS AND OBSERVERS .....	3
(a) Applications by the Commonwealth of the Bahamas, the Republic of Estonia, the Federative Republic of Brazil and the Republic of Turkey for membership in the Organization .....	3
(b) Application by the Islamic Educational, Scientific and Cultural Organization (ISESCO) for observership .....	4
INTERNATIONAL DIALOGUE ON MIGRATION – VALUING MIGRATION .....	5
(a) Opening Presentation .....	5
(b) Special Panel: Global Commission on International Migration .....	6
(c) Valuing Migration: High level panel presentations followed by general discussion .....	11
(d) The Year in Review: Focus on selected policy developments and events in 2004 .....	21
(e) Workshops on “The Image of Migrants in Society” .....	30

CONTENTS (continued)

	<u>Page</u>
GENERAL DEBATE .....	35
(a) Statements by the Director General and the Deputy Director General .....	35
(b) Statements by Members and observers .....	35
IOM STRATEGY .....	38
DRAFT REPORTS ON THE EIGHTY-SIXTH SESSION AND THE EIGHTY-SEVENTH (SPECIAL) SESSION OF THE COUNCIL .....	40
REPORT ON THE HUNDRED AND FIRST SESSION OF THE EXECUTIVE COMMITTEE .....	40
SUMMARY UPDATE ON THE PROGRAMME AND BUDGET FOR 2004 .....	40
STATUS REPORT ON OUTSTANDING CONTRIBUTIONS TO THE ADMINISTRATIVE PART OF THE BUDGET .....	41
DRAFT RESOLUTION ON THE USE OF PROJECT-RELATED OVERHEAD INCOME TO COVER STAFF POSITIONS AND SUPPORT COSTS OF AN ADMINISTRATIVE NATURE .....	42
DRAFT RESOLUTION ON THE USE OF PROJECT-RELATED OVERHEAD INCOME TO COVER STAFF SECURITY COSTS .....	42
PROGRAMME AND BUDGET FOR 2005 .....	43
OTHER ITEMS ARISING FROM THE REPORT OF THE SUBCOMMITTEE ON BUDGET AND FINANCE .....	45
OTHER BUSINESS .....	45
DATE AND PLACE OF THE NEXT SESSIONS .....	46
 Annex I	
Annex II	

## DRAFT REPORT ON THE EIGHTY-EIGHTH SESSION OF THE COUNCIL

### INTRODUCTION

1. Pursuant to Resolution No. 1096 (LXXXVI) of 21 November 2003, the Council convened for its Eighty-eighth Session on Tuesday, 30 November 2004, at the Palais des Nations, Geneva. The session was opened by Mr. J. Karklins (Latvia), the outgoing Chairperson. Seven meetings were held and the session ended on Friday, 3 December 2004.

### ATTENDANCE <sup>1</sup>

2. The following Member States were represented:

Afghanistan	Democratic Republic	Lithuania	Slovenia
Albania	of the Congo	Luxembourg	South Africa
Algeria	Dominican Republic	Madagascar	Sri Lanka
Angola	Ecuador	Mali	Sudan
Argentina	Egypt	Malta	Sweden
Armenia	El Salvador	Mauritania	Switzerland
Australia	Estonia <sup>2</sup>	Morocco	Thailand
Austria	Finland	Mexico	Tunisia
Azerbaijan	France	Netherlands	Turkey <sup>2</sup>
Bahamas <sup>2</sup>	Germany	New Zealand	Uganda
Bangladesh	Greece	Nicaragua	Ukraine
Belgium	Guatemala	Nigeria	United Kingdom
Belize	Guinea	Norway	of Great Britain
Benin	Haiti	Pakistan	and Northern
Brazil <sup>2</sup>	Honduras	Paraguay	Ireland
Bulgaria	Hungary	Peru	United Republic
Burkina Faso	Iran (Islamic	Philippines	of Tanzania
Cambodia	Republic of)	Poland	United States
Canada	Israel	Portugal	of America
Chile	Italy	Republic of Korea	Uruguay
Colombia	Japan	Republic of	Venezuela
Congo	Jordan	Moldova	Yemen
Costa Rica	Kazakhstan	Romania	Zambia
Côte d'Ivoire	Kenya	Rwanda	Zimbabwe
Croatia	Kyrgyzstan	Senegal	
Cyprus	Latvia	Serbia and	
Czech Republic	Libyan Arab	Montenegro	
Denmark	Jamahiriya	Slovakia	

<sup>1</sup> See List of Participants (MC/2152).

<sup>2</sup> See paragraph 11.

3. Belarus, Bhutan, Bosnia and Herzegovina, Burundi, China, Cuba, Ethiopia, Ghana, Holy See, Indonesia, Jamaica, Mozambique, Nepal, Russian Federation, San Marino, Spain, The former Yugoslav Republic of Macedonia and Viet Nam were represented by observers.

4. The United Nations, Office of the United Nations High Commissioner for Refugees, United Nations Conference on Trade and Development, United Nations Development Programme, International Labour Office, United Nations Educational, Scientific and Cultural Organization, World Health Organization, International Bank for Reconstruction and Development, Council of Europe, European Union, European Commission, African Union, *Organisation internationale de la Francophonie*, League of Arab States, Organization of the Islamic Conference and Islamic Educational, Scientific and Cultural Organization<sup>3</sup> were represented by observers.

5. The International Committee of the Red Cross and the Sovereign Military and Hospitaller Order of Malta, as well as the following international non-governmental organizations, were represented by observers: International Council of Voluntary Agencies, Caritas Internationalis, International Catholic Migration Commission, International Islamic Relief Organization, World Council of Churches, Migrants Rights International, Australian Catholic Migrant and Refugee Office, Human Rights Watch, Amnesty International, American Jewish Joint Distribution Committee (JDC) – Center for International Migration and Integration (CIMI) and the Jesuit Refugee Service (JRS).

#### **OPENING OF THE SESSION**

6. The Chairperson reflected on the Organization's achievements over the past year. Greater efforts should be made to improve communication between the Administration and Member States. He welcomed the briefing session on IOM held recently for newly arrived diplomats. In order to encourage participation, allow for better preparation and improve the quality of discussion in informal consultations, he suggested that dates for such meetings should be set well in advance. In view of the Organization's growth, efforts should also be made to institutionalize the system of regional groups for electoral and procedural purposes.

#### **CREDENTIALS OF REPRESENTATIVES AND OBSERVERS**

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

---

<sup>3</sup> See paragraph 18.

## **ELECTION OF OFFICERS**

8. The Council elected the following officers:

Chairperson:	Mr. L. A. de Alba (Mexico)
First Vice-Chairperson:	Mr. S. Umer (Pakistan)
Second Vice-Chairperson:	Mr. J. Ayalogu (Nigeria)
Rapporteur:	Mr. F. Verheyden (Belgium)

9. Assuming the Chair, Mr. de Alba expressed his appreciation for the energy and commitment shown by Mr. Karklins and for the important contribution he had made to the work of the Organization during his term of office.

## **ADOPTION OF THE AGENDA**

10. The Council adopted the agenda as set out in document MC/2139/Rev.2.

## **ADMISSION OF NEW MEMBERS AND OBSERVERS**

(a) Applications by the Commonwealth of the Bahamas, the Republic of Estonia, the Federative Republic of Brazil and the Republic of Turkey for membership in the Organization

11. The Council adopted by acclamation Resolutions Nos. 1103, 1104, 1105 and 1106 (LXXXVIII) admitting the Commonwealth of the Bahamas, the Republic of Estonia, the Federative Republic of Brazil and the Republic of Turkey respectively as Members of IOM.

12. The representative of Cyprus said that his Government, in view of its international responsibilities and IOM's important humanitarian work, had not objected to Turkey's accession to the Organization, even though Turkey had blocked Cyprus's accession to a number of international organizations and bodies. He hoped that Turkey would reciprocate henceforth, in a spirit of international cooperation, in regard to any membership applications made by Cyprus.

13. The representative of the Netherlands, speaking on behalf of the European Union, noted flaws in the handling of Turkey's application that could have been avoided through consultations. He expressed satisfaction that the application had been approved by acclamation and hoped that all parties involved would adopt a similar approach in dealing with pending and future applications to international organizations.

14. The representative of the Commonwealth of the Bahamas thanked the Council for its unanimous approval of his country's application for membership. His Government had already demonstrated its commitment to establishing closer ties with the Organization and to meeting its constitutional and international obligations in the field of migration, and he hoped that IOM membership would help the Bahamas to meet the challenges posed by illegal migration.



15. After expressing appreciation for the admission of her country to the Organization, the representative of Estonia outlined some of the steps that IOM had taken to encourage regional cooperation between the migration authorities of the Baltic States and to support Estonia's accession to the European Union. She emphasized the importance of international cooperation and affirmed that Estonia was ready to contribute to the development of the Organization.

16. The representative of the Federative Republic of Brazil thanked the IOM Council for granting Brazil membership and noted that the election of a representative of Mexico to chair the session acknowledged the Latin American region's commitment to the Organization's work. Brazil's decision to join IOM reflected the importance its Government attached to migration and its commitment to overcoming migration-related challenges.

17. The representative of the Republic of Turkey, after thanking the Council for accepting Turkey as a Member in the Organization, underscored the fact that his country had cooperated with IOM for a number of years and expressed its determination to enhance its links with the Organization. It was hoped that Turkey would benefit from the knowledge and experience of the Organization on a larger scale and that membership would facilitate its accession to the European Union.

(b) Application by the Islamic Educational, Scientific and Cultural Organization (ISESCO) for observership

18. The Islamic Educational, Scientific and Cultural Organization (ISESCO) was granted observer status at meetings of the Council, in accordance with the terms of Resolution No. 1107 (LXXXVIII).

19. The representative of ISESCO made a statement, thanking the Council for granting her organization observer status and giving a brief overview of its work in the field of migration.

20. The Chairperson welcomed the new Members and observer, whose participation in the Organization was an important step towards the universality of international migration management.

21. The Director General thanked the outgoing Chairperson for his outstanding service to the Organization and said he had taken note of the valuable suggestions Mr. Karklins had made. He welcomed the new Members which, although different in size and geographical position, had each a crucial role to play in helping to devise better systems of migration management and in solving problems at all levels. He also welcomed the new observer to IOM and reaffirmed the Organization's commitment towards building partnerships in the area of education and cultural exchange.

## **INTERNATIONAL DIALOGUE ON MIGRATION – VALUING MIGRATION**

### **(a) Opening Presentation**

22. The Director of Migration Policy and Research (MPR) gave a presentation explaining the reasons for choosing “Valuing Migration” as the theme of the International Dialogue on Migration and outlined the suggested avenues of discussion set out in the relevant background document (MC/INF/276).

23. Although governments around the world needed to develop effective policy responses to the complex migration-related challenges they faced, it was often difficult to keep pace with migration realities. For several of the topics that regularly appeared high on national and international migration policy agendas, progress towards effective responses could be achieved only through partnership which, in order to be effective, must rest on a common understanding of the nature and value of migration in economic, social, cultural and, most importantly, human terms. The theme of “Valuing Migration” was designed to encourage reflection on the costs, benefits, opportunities and challenges of current and future migration.

24. Given the issues at stake, the paucity of data and the differences of perspective between the major stakeholders, it was neither possible nor desirable to draw up a simple balance sheet of the positive and negative aspects of migration. The intricate relationships between migration and adjoining policy areas were a further complication. It was therefore tempting to rely on well-worn, preconceived notions. However, although it was frequently claimed that migration depressed wages, took away jobs and raised social welfare costs in countries of destination, in reality the equation was more complex. While migrants might indeed compete for jobs with the local workforce and did draw on education, health and welfare services, they also generated revenue, helped to diversify the skills and knowledge base, added to cultural diversity and helped to create new jobs. The few existing studies on the subject indicated that migrants rarely took jobs away from nationals and had a minimal negative impact on wage levels. Furthermore, although the emigration of highly skilled workers was often described as a net loss to the countries of origin, that must be balanced against the benefits to those countries through the creation of business linkages between countries of origin and destination and the relief of unemployment pressure. Furthermore, remittances could amount to more than the initial outlay and migrants overseas could acquire specialized skills that might eventually be repatriated. Whether the balance was positive or negative depended on a multitude of factors, including the level of economic development and political stability in the country of origin and the recognition of qualifications in the country of destination. The preconceived notion that countries of origin, countries of destination and individual migrants had different interests was slowly disappearing, thanks to a growing recognition that interests were increasingly convergent.

25. The International Dialogue on Migration invited Member States and observers to look beyond familiar prescriptions and to appraise objectively the broad impact of migration as one of the pervasive realities of the globalizing world. Discussion should focus on the economic, socio-cultural and human dimensions and the strategic need for management. Participants should reflect on the broad policy approaches needed to maximize benefits and opportunities and to minimize the risks and costs associated with migration in all its dimensions. They should also consider ways to maximize the social, economic and cultural contributions that migrants could make, to increase

the effectiveness of policy-making and to reduce the risk of politicizing migration issues that resulted from inadequate information or stereotypes.

**(b) Special Panel: Global Commission on International Migration**

26. The Chairman explained that the Global Commission on International Migration (GCIM) had been established at the initiative of the Secretary-General of the United Nations and was mandated to present its Final Report in mid-2005. He welcomed the members of the Commission and asked them to inform the Council about their work.

27. Ms. M. Ramphela, Co-Chair of the Global Commission, commended IOM for its decision to focus the two-day dialogue on “The costs, benefits, opportunities and challenges of migration”. She said that the primary task of the Global Commission was to present to the United Nations Secretary-General and other stakeholders recommendations designed to provide the framework for the formulation of a coherent, comprehensive and global response to migration issues. Consequently, there was a very direct relationship between the theme of the IOM Council's dialogue and the work of the Global Commission. She focused her presentation on the linkage between migration, poverty and development in the less prosperous regions of the world.

28. In recent years, there had been a substantial increase in the number of international migrants throughout the world. Migratory movements had become increasingly complex and the traditional distinction between countries of origin, transit and destination could no longer be rigidly sustained. In addition, motivation for migration had become more difficult to identify and to categorize.

29. Despite the complexity, however, it was clear that the vast majority of international migrants moved from poorer to more prosperous States: poverty and inequality were central to the dynamics of international migration. She was not referring to absolute or abject poverty, since the most destitute people often lacked the resources needed to move from one country to another and tended to migrate from a rural area to an urban one in their own country or to resort to alternative survival strategies. It was relative poverty and socio-economic disparity that prompted people to migrate from one country to another.

30. She suggested that the linkage between relative poverty and international migration was a manifestation of the globalization process. First, there was much evidence to suggest that, despite globalization's many beneficial consequences, it had also led to socio-economic disparities, providing a very powerful incentive to move to countries offering higher standards and the opportunity to send remittances home, thereby alleviating the poverty of family members left behind. Secondly, the process of globalization had provided cheap and accessible communications, information and transport networks, making millions of people acutely aware of the relative poverty in which they lived. It might therefore be concluded that irregular international migration, in particular, was an integral part of the globalization process. Furthermore, the world's poorer countries had little incentive to hinder their citizens' departure since migration reduced the need to create jobs for them and brought the promise of remittance transfers, diaspora investment and new trading opportunities.

31. She drew three conclusions from the foregoing which she hoped would help to frame the present debate. First, there appeared to be a degree of “common hypocrisy” in the current discourse on migration, particularly irregular migration. The most prosperous States bore significant responsibility for the forces which sustained the movement of irregular migrants from one country to another, yet it was equally clear that the poorer countries had an interest in sustaining such movements, as did migrants themselves. Secondly, the darker side of irregular migration was that many migrants had limited access to human rights: they did not enjoy what the International Labour Office (ILO) refers to as “decent work” and were often marginalized in society.

32. Although in the more prosperous countries there were many examples of good practice in relation to migrants, which must be identified and replicated, in many places international migration was associated with negative phenomena such as xenophobia and racism, social disharmony and a perceived threat to the local labour market.

33. While acknowledging that considerable emphasis had been placed recently on the development potential of migration for countries of origin, she sounded a note of caution: migration could never be a suitable alternative to effective macro-economic strategy and population development policies. Remittances might bring immediate benefits in terms of poverty reduction but their developmental impact appeared to be limited and they might exacerbate existing socio-economic disparity between different households, communities and regions. Moreover, migration could lead to the departure of a society’s brightest and best-educated young people. The high cost incurred when families were split up must also be factored in when the economic benefits of migration were calculated.

34. In conclusion, she affirmed that international migration was an integral part of the globalization process and seemed likely to expand in the future. A more open and honest dialogue on the issue was needed which she hoped would be furthered by the present IOM meeting and the work of the Global Commission. It could no longer be pretended that international migration was unnecessary or unwanted, nor did it constitute a long-term or comprehensive solution to the challenges currently confronting the world’s less prosperous States. People should migrate out of choice rather than necessity, in a safe and legal manner and in a way that contributed to the sustainable economic and social development of their countries of origin. For that objective to be achieved, the more prosperous States must introduce more coherent policies on the matter and the poorer States would have to create the conditions needed for entrepreneurship to flourish, economic growth to take place, poverty to be alleviated and socio-economic disparities to be reduced.

35. Mr. R. K. Jenny, Executive Director of the Global Commission, said that international migration was intrinsically inter-linked with the global economy, current demographic changes, international and national development, trade and financial policies, good governance, human security and human rights. At present, a better quality of life could be envisaged for most of the world’s people and yet there was a growing divide between the rich and the poor, with a large number of people living in deprivation or relative poverty and feeling excluded from full economic and human development, despite their aspirations. It was understandable that with improved communications many people should seek a better life elsewhere. The debate on migration had acquired a sense of urgency and it appeared that the endeavours of States and other actors were

failing to keep pace with developments. Discussions on migration must take into account all the factors he had mentioned.

36. The Commission was addressing a number of priority areas. It attached particular importance to the human dimension of the topic, and to the positive economic, cultural, social and professional contributions migrants can make in both countries of destination and countries of origin. Migrants were purposeful actors, often characterized by an entrepreneurial spirit and a determination to succeed, who could play an important part in development. Despite general recognition of their positive economic contribution, there was a striking reluctance in certain destination countries to accept the migrant as an individual with his own culture, habits and traditions: reducing the gap between these two viewpoints was a major challenge.

37. A second concern of the Commission was to correct the current misguided conception that there was a contradiction between State sovereignty and the rights of migrants. The Commission considered that a rights-based approach to migration was anchored in applicable international human rights law and was not inconsistent with the concept of State sovereignty. Although people had a fundamental right to leave and return to their country, there was no “right to immigrate” – States had no obligation to extend a right of entry or to endorse the concept of a world without formal borders. Furthermore, the Commission felt that there was a need to clarify and promote the application of existing international law on the matter, but not to produce additional international instruments governing the field of migration.

38. On the question of migrants in society and the potential tension between social diversity on the one hand and social cohesion on the other, mutual acceptance and multicultural tolerance should entail a dynamic, two-way process of mutual accommodation between migrants and the host country. Migrants should enjoy all their human rights while respecting the values of the host society. In view of the difficulties that invariably arise where migrant communities and ethnic minorities become marginalized or alienated, and where new arrivals are treated in a negative or xenophobic manner, particular emphasis should be placed on migrant education and training, access to employment and participation in the social life of the adopted country, and affordable access to citizenship. All concerned actors had a common responsibility to ensure that integration could be achieved on the basis of mutual respect and social harmony.

39. Mr. S. Marchi, Commissioner, was pleased to see that IOM referred to both benefits and opportunities in the migration equation. In his own land, Canada, as in many others, migration had helped to build a better country. There were millions of migrants the world over who were contributing to their adopted countries, while bringing new skills, new resources and new perspectives to their original homelands, thereby contributing to development. Migration could thus be a dynamic and energetic force for good, both for people and in the process of building better communities. Appropriate policies were required on the part of all countries, otherwise the cost and challenges of migration could easily outweigh the benefit side of the equation.

40. In his experience, a number of aspects had to be considered. Countries must adopt proactive, progressive and comprehensive policies on migration, comprising clear and fair criteria so that migrants could enjoy favourable conditions while the country retained its sovereign right to accept or reject them according to their legitimacy. Unfortunately, very few countries had such an

approach: many applied closed-door policies, aggravating already critical migration. States also tended to divide the world between sending countries and receiving countries, whereas most countries were both, and might also be transit countries. The political will to create progressive and enlightened migration policies must be a shared one in order to lead to success. Furthermore, civil society needed to be fully engaged in the development and execution of the policies so that everyone concerned had a sense of ownership. In that context, Canada had achieved modest success through partnership between all levels of government and non-governmental organizations.

41. A further requisite was for countries to foster an open, continuing political discourse on migration to ensure that society was confident it was managing the question, rather than being managed by it. In the absence of a constructive dialogue, xenophobic views could emerge.

42. Finally, the issue of effective integration was paramount. Migrants allowed into a country must be able to become full, contributing members of society. In denying integration to migrants, a potentially cancerous seed could be planted in society, leading to marginalization and social problems in the future for citizens and governments alike. He would even say that it was better not to allow a migrant to enter the country if he was to be treated as a second-class citizen once there.

43. In closing, he commended IOM for holding an international dialogue: the world needed a dispassionate, reasoned discourse on migration. There was a sea of humanity on the move everywhere, every day, which would probably continue to increase; in future, people were likely to have several careers in their lifetimes and call several countries home: the challenge was to manage migration globally so that it became efficient, fair and secure.

44. Mr. N. K. Singh, Commissioner, said he would concentrate on a few overarching considerations. Migration appeared to be both a cause and a consequence of globalization because it had been driven by very important and far-reaching technological changes. There were three important changes: first, a breakdown in traditional distinctions within agriculture, primary goods and services; secondly, the ability to disaggregate production into micro-divisible units and make them efficient, leading to outsourcing; and thirdly, the seamlessness with which capital could be transferred, services could be rendered and labour – and its components – could be utilized efficiently.

45. On the global scene, the first challenge was how to combine economic growth based on high productivity with the creation of dignified gainful employment for a large number of people. The United States, as well as the developing countries of Asia and Africa, was grappling with that issue. A second problem was how to tackle the issue of demographic profiles in a way that could be efficient for maximum gain to human society. Thirdly, the question arose of how to effect a symmetry in global growth patterns in regard to quality of life, to bringing about sustainable change, and to preventing the widening of the digital divide. Fourthly, there was the global quest for energy and energy security as fossil fuels became increasingly scarce. Overarching all these considerations was migration.

46. Irrespective of governments' actions, the corporate world and the private sector would drive markets and technology towards the most gainful end. The debate on migration must be set

against the backdrop of the dramatic global changes that were taking place. That required a mindset change leading to a better appreciation of the costs and benefits, as had been shown clearly in the introductory presentation made by the Director of MPR, and of the kind of governance needed, as highlighted by Ms. Ramphele and Mr. Jenny, so as to ensure coordination and result in an international order that could meet the economic challenges lying ahead and be in keeping with the interdependence of human societies.

47. He believed that the present dialogue, initiated by IOM, was indicative of the significant mindset change which was beginning to mainstream migration as a front issue that had to be tackled collectively.

48. After the members of the Global Commission had concluded their statements, the Chairperson invited comments and questions from delegations.

49. Responding to points raised, the members of the Global Commission explained that the Commission had been set up in January 2004 and was expected to report to the United Nations Secretary-General in mid-2005. It was mandated to focus on three objectives: First, to promote more informed and comprehensive dialogue, not only among governments but between governments and all other stakeholders. The matter was complex and required the participation of all actors, including migrants themselves.

50. The Commission's second task was to analyse gaps and examine crucial linkages between the various themes related to migration, which could not be viewed in isolation. It was crucial that the Commission consider the activities and findings of other global institutions and dialogues relating to migration, which needed to be brought into harmony: that included the work of IOM.

51. The Commission had been requested to submit a basis for a comprehensive, coherent, normative framework that would help the global community to create a positive policy framework so that stakeholders could reap the potential benefits of migration. The Final Report to be presented to the Secretary-General was intended to lead to action and assist progress. Insights from people new to the area of migration could be valuable and provide a different perspective on the topic and that was why the members of the Global Commission were from varying backgrounds – they could draw on existing experience and help to harness the energy and political will in the global community, so as to lead to increased benefit for all players.

52. The Global Commission was not an organization and was not intended to outlive its allotted time span. The Final Report would be presented to a number of stakeholders, governments, the Secretary-General and civil society in mid-summer 2005. The Commission comprised a number of international experts and personalities and, within a limited timeframe, was organizing five major regional conferences involving participants from governments, civil society, expert groups and concerned international organizations. That consultative process would conclude in May 2005.

53. The Commission had a very positive approach to the many initiatives taking place at the institutional level – the more attempts that were made to try to capture the complexity of migration and its interlinkages, the better. That was why the Secretary-General had felt that the United

Nations should study the issue more closely. At a certain moment, it would be incumbent on policy makers to determine where all the global initiatives were leading, and what level of synergy was required.

54. Finally, the Commission greatly appreciated the valuable contribution made by the dialogue on international migration that IOM was organizing.

55. Referring to the value that could be added to IOM's role, the Commission was aware of general fatigue among the international public towards yet more commissions and reports. It must ensure that its report added value, particularly in the critical area of coherence, which constituted a real challenge. What was needed was a kind of clearing house, to coordinate the various activities and organizations concerned with migration, in order to provide some degree of clarity and direction. The Commissioners hoped the report would act as a political clarion call to promote the mindset change referred to earlier. The report must be analytical and technical, but also political, to achieve that end. It was high time that the issue was managed more coherently, to the benefit of migrants and countries.

56. On the question of a multilateral framework governing temporary movements, Commissioner Marchi said further debate on the matter during the remaining activities of the Commission's mandate might provide evidence in favour of such an instrument. Commissioner Singh added that the distinction between the value of temporary migration as opposed to permanent migration was being obliterated by the nature and pace of current technological and economic change, and the subject might have to be revisited.

57. One delegation pointed out that there existed layers of attitudes which differed from those referred to during the Special Panel debate and that further discussion was needed to establish a universal attitude capable of managing present human change and movement.

58. Delegations and the Chairperson thanked the members of the Global Commission for their work and for their interesting, thought-provoking and informative presentations.

**(c) Valuing Migration: High-level panel presentations followed by general discussion**

59. The panelists were Ms. Carolina Barco, Mr. Des Browne, Mr. Viktor Ivanov, Mr. Riaz H. Khokhar and Mr. Qiao Zonghuai, and the commentator, Mr. N. K. Singh.

60. Ms. Barco, Minister of Foreign Affairs of Colombia, said that, in view of the internal displacements caused by fighting between armed groups, the Colombian Government was developing both a legal framework in line with the United Nations Guiding Principles on Internal Displacements and inter-institutional programmes such as IOM's Programme for Post-emergency Attention to the Displaced Population and Receiving Communities. Under the latter, 325 projects had been launched in 86 municipalities for over 480,000 people; they provided services in fields such as education, health, social investment and housing with a view to strengthening institutions and communities in areas affected by population displacement. Another IOM programme, for the resettlement of uprooted populations, provided support for the most vulnerable people affected by forced displacement: young people, persons from other countries and female heads of household.



61. About 10 per cent of the Colombian population had emigrated between 1996 and 2002, prompting the Colombian Government to launch the programme entitled *Colombia nos une*. Supported logistically and financially by IOM and the 1035 Facility, the programme aimed to strengthen ties and foster dialogue with Colombians living abroad, recognize them as active members of society and develop public migration policies and programmes. It focused on nine areas of research and social programmes for migrants and reflected recognition of the role played by migrants in the social, political and economic dynamics of Colombia. She thanked the IOM Colombia Office for providing a permanent advisory service on international migration which had heightened public awareness of the *Colombia Nos Une* programme, and Member States and countries that had shown interest in financing such projects.

62. Remittances, a major source of capital for Colombia's local, regional and national economies, had amounted to USD 3 thousand million in 2003, with 2004 estimates at USD 4 thousand million, far above the income forecasts for traditional exports. The costs of transferring remittances had to be reduced and measures implemented to make it easier to channel funds into medium and long-term investments, income-generating projects and savings.

63. In 2004, an inter-institutional partnership had been established by IOM between the State, civil society, the financial and academic sectors and multilateral bodies to determine the regional and overall impact of migration in Colombia. The research measuring the impact of migratory networks and the direct flow of migration-related capital had facilitated the exchange of information, revealed the complexity of migratory processes and their implications for sending and receiving countries and raised awareness of the situation of migrant workers and of the importance of managing public policies dealing with the transnational economy. Migrants contributed to the economies of the countries they worked in and to the formation of the multicultural societies produced by globalization.

64. IOM played an important role in tackling human trafficking in Colombia, providing permanent support to State institutions. An international meeting held in Bogota in July 2004 had provided an opportunity for dialogue on how to combat human trafficking more effectively and enhance support mechanisms for victims. Other inter-institutional initiatives included the implementation of a new human trafficking reporting procedure in Colombian consulates. IOM and the Colombian Government also cooperated on voluntary return assistance programmes for migrants in Spain and England, support for temporary labour migration agreements with Spain, Colombian nationals studying abroad and migrants in Canada who were part of the selective migration programme, and strategies aimed at preventing and raising awareness of sexually transmitted diseases (STDs) and HIV/AIDS among displaced persons.

65. As Colombia made progress in overcoming endemic violence and demobilizing irregular armed groups, emphasis should be placed on the social reintegration of child soldiers and young former combatants, with support from IOM and the international community. The Government of Colombia looked forward to working closely with IOM in managing migration in the future.

66. Mr. Browne, Minister of State for Citizenship, Immigration and Nationality of the United Kingdom, speaking about his country's approach to migration policy, informed the meeting that his country planned to institute a managed, flexible migration system designed to meet both its

economic needs and international obligations. The main objectives were to support cultural diversity and community cohesion, promote migrants' rights and responsibilities, ensure that migration policies worked for the developing world, maintain the integrity of the system and public confidence in it, and tackle abuse and illegal activity. Well-managed migration served as a catalyst for economic growth and international development. Migration brought benefits to sending and receiving countries alike, and also to migrants and their families in countries of origin. The benefits to the United Kingdom were both social and economic. For example, migrants could help to support an ageing population, stimulate productivity, bring flexibility to the labour market by offering scarce skills and ease recruitment difficulties. In the United Kingdom roughly 15 per cent of economic growth depended on inward migration which brought innovation and new enterprises. Socially it made significant contributions to the arts, literature, science, sport, public life and the British academic world.

67. Individual migrants enjoyed enhanced earning power and quality of life and the opportunity to learn a new language and culture in a liberal democracy. On return to their home countries, they had much to offer: new skills, enhanced economic capacity, strong social, political and business networks and a readiness to promote human rights and democracy in developing countries, complementing the work of expatriate groups and international programmes in furthering free speech and intellectual expression. Source countries also benefited from migrants: about USD 93 billion had been remitted to developing countries in 2003; expatriates' networks helped to transfer knowledge and ideas, stimulated education and business and developed trade partnerships at low cost. Working abroad could also increase the level of education among the source population.

68. The challenge of coping with the massive migration flows prompted worldwide by inexpensive international travel, political and economic instability and natural disasters was daunting indeed. The sending countries risked losing valuable human capital if no mechanisms or incentives were put in place to encourage migrants to return home, while receiving countries could suffer from problems arising from poor integration of migrants. Worse, vulnerable migrants could face exploitation by criminals and dishonest employers.

69. In short, effective migration management amounted to maximizing the benefits and minimizing the risks of migration. Governments should work together to tackle abuse, combat organized crime and illegal employment and limit the opportunities for irregular migration. Significant success in fighting organized immigration crime had been achieved with measures such as Operation Reflex, a multi-agency team set up in the United Kingdom (a similar approach had been adopted at the European level under the Hague Programme), and cooperative bilateral measures such as the agreement with Nigeria on combating human trafficking. It was essential to make people aware of the risks of irregular migration and to address the root causes of mass migration.

70. Managed migration also required adequate return arrangements for irregular migrants, including assisted voluntary returns. Ensuring the integrity of a country's migration system required an effective process for enforced returns and cooperation with countries of origin. The migration policies of receiving countries should allow for temporary migration arrangements, such as the Seasonal Agricultural Workers Scheme, to facilitate the use of migrant labour for the benefit of employers, consumers and programme participants. Ethical recruitment practices, such as the

Code of Practice in health recruitment pioneered by the United Kingdom, helped to ensure that developing countries were not stripped of valuable human capital and encouraged migrants to maintain ties with their home countries, often leading to continued investment through remittances and business interests and transfers of knowledge and expertise. To support development in source countries, the British Government was establishing partnerships with Nigeria and Bangladesh, for example, in order to find ways of reducing remittance transfer costs. To promote social unity and integration, it was also, in conjunction with IOM, putting together a handbook on migrants' rights and responsibilities and other programmes to help new migrants blend into the host community. As for the future of managed migration, modern technology and research were needed to enhance governments' understanding of the costs and benefits of migration and contributing factors. A multilateral approach to migration based on shared responsibilities was therefore essential.

71. Mr. Ivanov, Assistant to the President of the Russian Federation, said that his country was experiencing serious migration problems: irregular immigration, immigration-related crime and the massive exodus of Chechens to Ingushetia. IOM had been instrumental in assisting Chechen migrants return voluntarily to their homeland, and the resolution of migration problems was high on the Government's list of priorities.

72. Globalization and the disintegration of the Soviet Union had acted as a spur to migration in the Russian Federation. Moreover, Russia's relatively high standard of living had attracted migrants from the Commonwealth of Independent States (CIS), and a heavy concentration of migrants in various areas had severely stretched the education and health care systems, creating social tension.

73. The Government migration management policy adopted in 2003 emphasized human rights and law and order. Terrorists crossing borders, as in the Beslan hostage crisis in 2004, were a major concern, and negotiations were under way with the European Union to ensure secure borders and prevent irregular immigration and people smuggling.

74. Since 1996 the Russian Federation has been active in the Geneva Regional Conference on Migration, a useful venue for international dialogue on the issue. It would be useful to have a meeting in 2005 to examine future migration prospects.

75. The Global Commission on International Migration and the Berne Initiative were key efforts and deserved full support. Mr. Ivanov advocated the establishment of a centre for asylum seekers and a visa-free regime in Europe, suggesting that bilateral agreements, such as those concluded by the Russian Federation with Germany, France and Italy, could simplify the visa process. In addition, a global passport database could serve as a means of preventing irregular immigration and pave the way for the establishment of global standards for identity papers. He requested IOM to provide assistance in creating a central database to help foreigners to find work in the Russian Federation and sought guidance for policy-making in the areas of asylum, refugee matters and irregular immigration. Other efforts to manage migration more effectively in Russia included the development of an automated system to monitor the arrivals and departures of foreigners.

76. Mr. Khokhar, Foreign Secretary of Pakistan, pointed out that the Asian economic crisis of 1997-1998 had had a negative effect on South-South migration and the events of 11 September 2001 had placed security concerns at the centre of South-North migration. The resulting negative image of migrants must be corrected.

77. Irregular migration was triggered by the vast differential between the deprived and the affluent regions of the world. The level of tolerance for irregular migration was determined by economic cycles in the receiving States, plus now an overriding security dimension which should be addressed collectively, through close cooperation between countries of origin, transit and destination. Pakistan had taken steps to counter the threat of terrorism at home and abroad. It urged, however, that security concerns should not be allowed to overshadow the positive impact of migration.

78. It was not possible or desirable to draw a clear line between the costs and benefits of migration. For example, while the brain drain was generally considered a loss for countries of origin, it could not be counted as such in States having a massive surplus of skilled manpower. In receiving countries, costs included competition with the local community for employment, downward pressure on wages, overstretching of social services and the fomenting of social discord, yet considerable evidence suggested that the costs were offset by the introduction of new skills, the enrichment of the local culture, and investment and spending on consumer goods and housing. Recent studies in New Zealand and the United Kingdom had found that migrants generated a net fiscal benefit of USD 1.7 billion and GBP 2.5 billion respectively.

79. To determine the full economic impact of migration, further studies were needed on the extent to which major destination countries had benefited from the contribution of migrants, and of the impact on the economies of some key countries if they were to close their doors to migrants completely or partially.

80. Migration provided a powerful tool for alleviating poverty. The injection of remittances into some of the most poverty-stricken regions in the world might well have prevented serious social upheaval. Ironically, however, remittances had failed to become an engine of development and growth. For many recipients, they were merely a means of survival, spent on meeting basic needs: they did not contribute to savings and were not a substitute for direct foreign investment, concessional financial flows and fairer terms of trade for developing countries.

81. The 50 per cent projected increase in the world population by 2050 presented a monumental challenge, particularly in the developing world. There would be a corresponding increase in the number of migrants. The common goal must be to seek solutions to minimize irregular and maximize regular migration. The answer lay partly in addressing the root causes of migration. Another response was to adopt a balanced approach to managing migration, representing a blend of traditional and non-traditional policies and tools and making optimum use of the opportunities presented by migration through close cooperation among countries of origin and destination. For example, educational programmes for migrants and receiving societies could promote a spirit of tolerance and harmony, encourage respect for the rights of migrants and counter racist and xenophobic tendencies; counter-trafficking projects could be accompanied by projects to identify categories of people vulnerable to trafficking and provide them with self-employment opportunities; data could be compiled on demographic changes in developed countries with a

view to projecting future labour deficits and allocating migrant quotas; causes of irregular migration could be identified with a view to finding appropriate solutions, including temporary migration; forced returnees could be reintegrated in their countries of origin through projects funded by sending States.

82. IOM played a valuable role in heightening awareness of the various dimensions of migration. In Pakistan, it was engaged in fostering a debate on the issue and in helping the Government to address trafficking. The consultations it had organized in Colombo in 2003 had been instrumental in spotlighting migration trends and challenges in Asia. In October 2004, with the Government of his country, IOM successfully arranged for the participation in Afghanistan's first ever presidential election of Afghan refugees living in Pakistan, making a valuable contribution to the promotion of peace and stability in the region.

83. Mr. Qiao, Vice Foreign Minister of the People's Republic of China, said that world history had proved that regular migration promoted economic and social development and cultural exchanges between countries. Migration was an inevitable outcome of the development of human society and an important symbol of the progress made by humanity.

84. There were two aspects to migration in the modern world. On the one hand, globalization and rapid scientific and technological progress had provided favourable conditions for the flow of people around the world; on the other, migration was posing new challenges because of the widening gap between the South and the North, the slow implementation of the United Nations Millennium Development Goals and the marginalization of many developing countries. Terrorism, drug trafficking, transnational crimes and other international security threats had also complicated orderly migration around the world.

85. The first step in addressing these issues was to adopt a proper approach to migrants, who should not be regarded negatively. On the contrary, a normal flow of migrants was in the interests of all countries. Secondly, the cause of migration problems – the irrational international political and economic order – had to be dealt with. The fundamental solution to irregular migration was gradually to narrow the gap between rich and poor countries, to achieve shared economic development and comprehensive social justice. The developed countries should provide the developing countries with assistance in the form of capital, trade, debt relief, technical support and human resources development; the developing countries, for their part, should step up South-South cooperation and introduce useful experiences from other countries.

86. A third step was to improve national policies, laws and regulations. Restrictive policies hindered legal and orderly migration. Some countries confused irregular migration with asylum. The international community should work to improve migration policies in all countries and to protect the legitimate rights and interests of migrants. Steps should also be taken to strengthen international exchanges and cooperation. It was the shared responsibility of all source, transit and destination countries to manage migration effectively and fight illegal migration activities. International and regional organizations such as IOM could play a bigger role in promoting international cooperation and helping to develop the capacity of developing countries.

87. Another avenue was to deal severely with people smuggling and human trafficking masterminded by transnational criminal organizations. There should be recognition that irregular migrants were victims, not only law breakers, who should be granted basic humanitarian treatment. Lastly, comprehensive studies using advanced technology should be conducted on issues such as secondary movements, internal migrants and irregular migration. The Global Commission on International Migration had organized several regional dialogues in 2004 and China looked forward to receiving its Final Report.

88. The Chinese Government had taken a number of measures regarding migration such as establishing a green card system to facilitate the exit, entry and residence of foreigners meeting the criteria for permanent residence in China, increasing the number and expanding the functions of ports issuing visas and simplifying visa application procedures, opening more channels for overseas tourism and standardizing the management of tourism in border areas. It was firmly opposed to irregular migration and dealt severely with transnational organized crimes such as people smuggling and human trafficking. Efforts were also being made to heighten public awareness of the relevant laws and policies and of the risks of irregular migration.

89. China had cooperated with more than 40 countries to fight illegal exit and entry activities. It was an active participant in regional cooperation mechanisms such as the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime and the Intergovernmental Asia-Pacific Consultations on Refugees, Displaced Persons and Migrants (APC). Since becoming an observer of IOM in 2001, it had engaged in fruitful cooperation with the Organization.

### **General Discussion**

90. The Commentator wondered whether repression of irregular migration could work if countries failed to adopt a more liberal policy on legal migration. The issue of countries that did not outsource jobs abroad and encouraged irregular migration in an effort to stay competitive by keeping wages at home low also warranted discussion.

91. Mr. Browne said that the United Kingdom currently had one of the most successful labour markets in the world, thanks to the increasingly generous managed migration system allowing access to it. Work permits were issued on the basis of employer applications, and their number had risen significantly in the past few years. The United Kingdom was also one of the few European States that had opened its labour markets to the new European Union members, and the 90,000 workers who had arrived as a result, mainly on short-term contracts, had brought with them much needed skills. Migrants had not driven down wages in any discernable way. On the contrary, the comparatively liberal approach of managed migration and encouraging workers with particular skills to enter specific sectors had benefited the labour market, wage rates and growth. It was therefore vexing that an illegal market of the kind described by the Commentator had emerged, with a conspiracy between those who facilitated illegal entry and those who employed people illegally. The Government was obliged to bear down on irregular migration in order to maintain the confidence of the electorate: the repression of irregular migration was the only way of ensuring public approval of increased access to labour markets and a managed migration programme.

92. Mr. Khokhar, noting that outsourcing had been a major issue in the recent United States elections, said it should be encouraged as a way of stemming irregular migration and discouraging employers in the West from hiring unauthorized migrants. Furthermore, most of the people arrested in Pakistan's anti-terror campaign had been driven to join terrorist organizations by deprivation and unemployment, not by ideology. Foreign direct investment in developing countries would lead to job creation, which in turn would discourage migration.

93. Mr. Qiao affirmed that, in China, rapid globalization and the consequent uneven distribution of economic dividends had prompted many nationals to seek work abroad. The Government was now considering how to draw them back to work in China. The country fought irregular migration in two ways: by punishing offenders harshly, and by using the media to educate people about the law.

94. The Russian Federation, Mr. Ivanov explained, was very interested in stimulating migration to and within the country, but first needed to modernize its legislation with a view to protecting migrants' rights. The fact that the millions of irregular migrants working in the Russian Federation were being paid extremely low wages was having a negative effect on the economy. Russia was also trying to reduce barriers to naturalization and to establish a mechanism for granting migrants legal status and thus to ensure that remittances to their countries of origin did not transit via the grey or black market.

95. Colombia was in a particular situation. As Ms. Barco said, people left the country for security reasons as much as because of the economic situation. The Government had acted on both fronts and the *Colombia Nos Une* programme aimed to encourage Colombian migrants to return by informing them about improvements in the situation and calling on their newly acquired skills and experiences rather than reproaching them for a "brain drain". Spain was now proposing to regularize the situation of many irregular migrants because an economic study had shown that it needed younger workers who were part of the formal economy and paid taxes. With the help of IOM, Colombia was carrying out a study of Colombian migrants in Spain.

96. The Commentator affirmed that there could be no general conclusion on the so-called "brain drain". Some countries could not offer employment opportunities to all skilled workers, who were therefore obliged to migrate, whereas others, particularly in Africa, suffered from skills shortages. Any conclusion would need to be a complex one that took account of country, sector and regional experience.

97. Mr. Browne preferred the term "brain circulation", which included skills that returned from labour markets in the United Kingdom to the countries of origin. The United Kingdom Department of Health's Code of Practice was intended to ensure overseas recruitment did not damage developing countries' health systems, but in practice it was difficult to prevent individuals from deciding to migrate or the private agencies that were increasingly operating in the developed world from recruiting in the developing countries. Recognition was needed that if developed countries were to recruit in the international market, they had to help more people in the developing countries acquire the skills needed in the West.

98. The Commentator pointed out that all the panellists agreed on the beneficial impact of remittances, yet the average cost of transferring funds remained unacceptably high. He wondered what steps could be taken in the context of international cooperation to facilitate remittances and bring down their cost.

99. Mr. Khokhar said that the cost of transferring remittances would probably drop as banks were privatized, as had occurred in Pakistan. The use made of remittances was an important issue. Families used them to survive and, in Pakistan's experience, in non-productive sectors such as real estate. This was creating serious economic problems for the country.

100. The Commentator raised the question of governance: at the national level, migration was dealt with in most countries by a number of ministries; at regional level, arrangements remained weak; and at international level, many conventions remained unratified and international migration matters were dealt with by a variety of organizations. There was hence a need for convergence, coordination and symmetry of action at all levels.

101. The Director General pointed out that an additional layer of governance was provided by the world economy. Tension existed between market forces, on the one hand, and the method of regulating them, on the other. Border control was an example: market forces attracted labourers who were a factor of production, but the existing rules automatically labelled those labourers legal or illegal depending on their papers. Another example was the banking system, where privatization could lead to lower costs for transferring money, but market liberalization had to be carefully regulated because of security concerns. He predicted that remittances would be more carefully regulated in the future, even though some migrants would resist regulation because they did not trust their governments. It was also ironic that remittance money was largely spent on consumer items imported into the country, which was tantamount to re-exportation of the funds. Migrants might not wish to have the funds taxed or absorbed into socially beneficial community efforts.

102. The Chairperson pointed out that Mexico had promoted respect for migrants' rights and had signed the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families. The discussion on migration, however, should be broadened to encompass not only protection of human rights, economic rights, crime prevention and combating terrorism but a host of other aspects as well. The United Nations High-Level Dialogue on International Migration and Development scheduled for 2006 provided an opportunity for doing this. Another speaker said that there were many economic, cultural and social benefits to be reaped from managed and orderly migration; it was therefore essential to find a way of incorporating managed migration in the solution before attempting to deal with the challenges posed by migration.

103. Two speakers emphasized the need for a mode of governance, and asked to what extent norm-setting procedures would lead to a convention on the proper regulation of migration.

104. Mr. Khokhar replied that various United Nations bodies were dealing with the issue and a number of relevant conventions were still awaiting ratification. It was important that issues of governance be examined by the regions themselves. There was a need for greater dialogue between developed and developing countries, and a summit meeting to discuss migration issues



should be envisaged. It was difficult to control borders effectively and to implement the many existing migration-related laws because the national apparatus was weak.

105. In Mr. Browne's view, managed migration was clearly part of the solution, as was the development of partnerships - for example, between the receiving country and the private sector - based on social responsibility. Employers must ensure that foreign workers were treated appropriately and on a par with indigenous workers.

106. In Mr. Ivanov's view, both sending and receiving countries benefited from migration; in order to ensure optimum utilization and monitoring of the migrant workforce, it was necessary to create a mechanism that would facilitate international cooperation and the sharing of experience on managed migration.

107. The Commentator said that IOM had positioned itself to play an important role in managing the complex issues of migration and that efforts were being made at the national, regional and international levels to move towards an era of more managed migration. In a similar vein, one Member observed that the Organization's role had evolved from transporting people to providing policy assistance and technical cooperation in many areas and in some cases even research and analysis services to governments. The Global Commission on International Migration should be apprised of these functions and the issue of IOM's relationship with the United Nations discussed. The Organization should be assigned a role commensurate with the broad responsibilities it shouldered and the strong support it enjoyed from Member States. The Commentator said that those views would be brought to the attention of the Global Commission.

108. Another Member noted that there had been a change in attitude towards migrants and migration policy and in the migrants' attitudes to their own status; they were no longer ashamed of being migrants. Governance, the political will of both the public and private sectors to work for the common good and adequate resources were prerequisites for effective migration management. Therefore, regional integration appeared to be a good starting point for seeking new approaches to migration policies. He wondered whether any research was being conducted on the advantages to be gained from establishing similar working conditions in countries from the same region and what was the role of labour ministries in facilitating a change of attitude towards migration and migration policies.

109. Mr. Browne said that he was not aware of any such research; in fact, there was a dearth of information to orient migration policy development. In the United Kingdom, the Labour Ministry and the Department of Work and Pensions were cooperating to develop a research programme to provide a sound, evidence-based policy. The Director General pointed to IOM's work in advising labour ministries in ten Asian countries on how better to coordinate and rationalize their labour policies and strategies.

110. Concurring with Mr. Khokhar that remittances could not serve as a substitute for foreign investment, a delegate wondered whether governments could take measures aimed at orienting remittances towards investments in small and medium-sized businesses and micro-projects and thus maximize their impact. The Commentator considered that a balance must be struck between the desire to channel remittances into productive asset-creating investments and the temptation to

over-regulate and micro-manage private resources, which could have an adverse effect. Mr. Khokhar added that peace, stability and good governance were essential to build people's confidence in their governments and create an environment that encouraged them to send money back to their countries and that investment schemes should be devised to interest overseas migrants, for example, by encouraging them to buy shares in public sector companies. In Mr. Qiao's mind, the purpose of international governance should be regulation. An organization should be designated to coordinate relations between receiving and sending countries and governments should also focus on coordination. Ms. Barco agreed with the Director General that the discussion had provided meaningful insights into the issue of transnational migration. The discussion should be pursued along broader lines to define policies and provide a more comprehensive picture of migration.

111. In conclusion, the Commentator said that international migration was one of the most complex challenges of the decade, raising a host of issues such as illegal versus legal migration, the link between development and migration and the human dimension. Managed migration seemed to be the most sensible approach to dealing with those issues. Attitudes towards migration had also changed. Migration was a promoter, and not merely a consequence, of globalization. Efforts had to be made at national, regional and international levels to ensure that the benefits of migration were maximized and the risks minimized.

**(d) The Year in Review: Focus on selected policy developments and events in 2004**

112. The presenters,<sup>5</sup> Mr. Ian de Jong, Ms. Sophie Kalinde, Mr. Dominik Langenbacher, Mr. Manolo Abella, Ms. Diane Vincent and Mr. Alejandro Jara, took the floor and answered questions in turn.

113. Mr. de Jong, Permanent Representative of the Netherlands to the United Nations Office at Geneva, representing Ms. Rita Verdonk, Minister for Immigration and Integration, drew attention to the fact that the Dutch Government had made migration one of the priorities during its Presidency of the European Union and said that there was an obvious need for governments all over the world to manage and regulate migration flows, first because of the clear link between the safe and controlled movement of individuals and security, and secondly because of the need to guarantee the protection provided under the 1951 Convention relating to the Status of Refugees. In that regard, it was essential to establish clear and common procedures and develop a new vision for the future.

114. Although the European Union had not yet started to harmonize national approaches to migration policy and legislation, the recent adoption by the European Council of a multi-annual programme on freedom, security and justice – known as the Hague Programme – marked a significant step forward and was indicative of the progress made since the foundations of the Programme had been laid five years previously. Reflecting on the involvement of the Government of the Netherlands in the Programme's development, he noted that many of the obstacles to its adoption had been overcome by the signing of the European Union's Constitutional Treaty in October 2004. The Dutch Government had sought to involve international and non-governmental organizations and society at large in the preparatory phase.

115. The main objective of the Hague Programme was to improve the common capability of the European Union and its Member States to guarantee fundamental rights, minimum procedural safeguards and access to justice. It sought to protect persons in need, regulate migration flows and control the Union's external borders, and addressed challenges such as organized cross-border crime and terrorism. It also reflected the aim to adopt a common European asylum system before the end of 2010 and promoted the integration of migrants, which was crucial to stability and social cohesion. In recognition of the importance of a common approach to development in the field of labour migration, the European Council had invited the European Commission to present a policy plan on legal migration before the end of 2005, focusing *inter alia* on the introduction of admission procedures that responded to fluctuating demands for migrant labour.

116. During its preparations for the European Union Presidency, the Netherlands had emphasized the importance of international protection and the need for cooperation with third countries – especially in conflict areas – to prevent people from enlisting the help of smugglers, to assist countries to deal with influxes of refugees and to ensure that available funds were spent efficiently. In that context, the European Council had recently decided to develop regional protection programmes in partnership with third countries and in cooperation with the Office of the United Nations High Commissioner for Refugees (UNHCR). The European Union was ready to help the countries in its proximity that were confronted with mass movements of people transiting to the Union in order to improve their management of migration and to provide effective protection for refugees. In order to ensure the effective return of irregular migrants and failed asylum seekers, a removal and repatriation policy had been agreed within the European Union, on the basis of common standards.

117. The Hague Programme also addressed the question of managing migration flows and highlighted the importance of abolishing internal border controls and monitoring the Union's external borders. Accordingly, the European Border Agency was due to be established in May 2005 to coordinate cooperation at those borders, and a border management fund would be established by the end of 2006. The European Commission had been asked to draw up a plan in 2005 to prevent trafficking in human beings, which constituted a major humanitarian crisis.

118. Creating harmonized systems and a coherent approach was the only way to ensure the effective identification of individuals who crossed borders in an irregular manner. An endeavour would be made to maximize the effectiveness of existing information systems, and current efforts to include biometric identifiers in travel documents, residence permits and visas would continue. Efforts would also be made to develop minimum standards for national identity cards. Noting that migration management could be the most relevant factor in the prevention of social tension and therefore one of the most politically important issues in years to come, the Netherlands would continue to contribute during its Presidency and thereafter to ongoing European and international efforts to harmonize national approaches to migration policy and legislation.

119. In conclusion, migration and development could no longer be seen as separate policy areas. Issues such as the impact of the brain drain, remittances and immigration should be addressed in an integrated manner. The goal of his country's national policy document on migration and development was to develop an integrated foreign policy on the issue.

120. In response to a question from one delegate on how the European Union viewed the link between migration and development and how it intended to promote the integration of migrants, Mr. de Jong replied that, although migration had traditionally been seen as the result of crisis situations, it was becoming increasingly apparent that it was a much broader phenomenon resulting from globalization. The European Union recognized that it was important to examine not only the link between migration and development, but also the reasons behind migration, the effects of such movements on the economies of countries of origin and the ways in which migration could serve the purposes of development. Temporary migration and remittances were also important topics that would have to be discussed in the future.

121. Noting that some of the problems that had arisen in recent years in connection with integration had been political in the extreme, he stressed that integration was a global, and not simply a national, concern. Working together at the European level to improve the integration of migrants into society would have a positive effect for migrants and for Europe as a whole. Integration would stimulate economic growth, offset the effects of an ageing society, help the labour market in the short and long term and increase cultural diversity.

122. Ms. Kalinde, Permanent Observer of the African Union to the United Nations, said that migration was an age-old phenomenon and that most of the problems currently experienced by migrants were engendered by incorrect attitudes. If the first human beings had indeed lived in Africa, the majority of the world's people were migrants of some description and therefore formed part of the African diaspora.

123. Over the decades, deteriorating political, social, economic and environmental conditions as well as bad governance, armed conflicts and poverty had brought about a crisis situation in 16 of the 53 countries in Africa and had led to forced or voluntary migration of 20 million African workers and their families. Many populations in border regions lived in unstable situations, partly because of war but mainly because of economic reasons. The situation would be less grave if Africa had some economic independence. Although Africa was currently home to only 9 per cent of the world's migrants, internal, regional and outbound migration there was occurring on a larger scale than in any other region. Just as the driving forces behind migration were diverse, the responses to internal and external factors also varied. Globalization facilitated the movement of people across the continent, as did the fact that borders within Africa were often invisible. Regrettably, irregular and uncontrolled migration jeopardized relations between countries and the integration of migrants into receiving societies.

124. In 2001, in recognition of the challenges posed by irregular migration flows, human trafficking, HIV/AIDS and the magnitude of the brain drain on the African continent, the Council of Ministers of the Organization of African Unity (subsequently African Union) had adopted a Strategic Framework for a Policy of Migration in Africa. The aim of that framework was to encourage States to integrate migration-related issues into their national and regional agendas, to work towards the free movement of people, to strengthen inter-regional and intra-regional cooperation in migration-related matters and to create an environment conducive to the participation of migrants, particularly the diaspora, in the development of their own countries. In accordance with that decision, a document had been drafted and presented to the Labour and Social Affairs Commission of the African Union for discussion and future adoption.

125. Further to a decision adopted by the Executive Council of the African Union in July 2002 to promote the involvement of the African diaspora in the programmes of the Union, the Assembly of Heads of State and Government had endorsed the inclusion of a new clause in the Constitutive Act of the African Union, inviting and encouraging the full participation of the African diaspora in the building of the African Union. A decision had also been taken to invite the diaspora to become the sixth sub-region of Africa.

126. In the context of the African Economic Community and under the New Partnership for Africa's Development (NEPAD), migration was increasingly being recognized as an engine for regional cooperation and integration. The partnership agreement between the European Union and the Group of African, Caribbean and Pacific States signed in Cotonou, Benin, on 23 June 2000 highlighted the need to implement programmes for national and regional cooperation, including programmes to use the skills of migrants. The Strategic Framework called for the creation of a single economic space in Africa, common African citizenship and a continental democracy. Cooperation and dialogue between countries affected by migration had to be promoted if regional integration was to be achieved and the rights of migrants guaranteed. It was essential for African States to work together to develop objective migration policies to address their problems in that field, to prevent the negative effects associated with migration, especially the exodus of skilled labour, and to protect migrants in an irregular situation, particularly women and girls. Policies for social and economic development had to be implemented in a broader context at the national, regional and continental levels, with the participation of all stakeholders. In recent decades, increased access to education, higher female labour participation rates and more employment opportunities for women had led to the feminization of migration, which was one of the most significant trends in recent international migration flows.

127. Although their benefits were mostly felt at the individual level, remittances constituted a major source of foreign exchange and had a significant impact on the national balance of payments. They also made up a substantial share of the gross domestic product of many countries and sometimes outstripped financial flows from abroad. They should be used to contribute to the development of countries of origin. The development of an international policy on remittances should not be to the disadvantage of Africans.

128. The incorporation of IOM's Migration for Development in Africa (MIDA) programme into the migration policies and strategies currently under consideration in Africa required the adoption of a more flexible approach to new migration trends. Emphasis should be placed on the mobility of migrants, in order to encourage them to maintain and strengthen their relations with their countries of origin.

129. In conclusion, she noted that the need to build a bridge between national development needs and the human and economic capital represented by the diaspora was emerging as the most appropriate way to contribute to the growth and development of countries of origin. In order to build and retain critical human and financial capacities for Africa's development and to develop strategies for utilizing, mobilizing and retaining the resources and know-how of Africans, efforts should be made to create the necessary political, social and economic conditions in Africa that would curb the brain drain and attract much-needed investment.

130. One delegate asked whether the African Union intended to take any measures to facilitate the transfer of remittances from the diaspora, given that migrants in regular situations often faced difficulties when trying to send payments to their countries of origin.

131. A representative of the European Commission, noting that the question of migration and development was one of the key elements of the Hague Programme, said that many of the topics discussed at the session would be addressed in a European Union policy document due to be presented in early 2005. The aim of the document was to propose a number of concrete and practical measures to be taken by the Member States of the European Union in order to address issues such as legal migration to the European Union for economic purposes, brain drain and migrant remittances. At a meeting to be held in December 2004, the European Commission hoped to enter into dialogue with representatives from the African Union on those issues.

132. The Director General welcomed the positive initiatives being taken by the European Commission and said he hoped that discussions between the European Union and the African Union would yield positive results. IOM also intended to make a forward-looking contribution by holding a workshop in February 2005 on the issue of migration and development. He wondered whether the African Union had established a timeframe for achieving the interesting and ambitious goal of introducing African citizenship; that would have an enormous impact on the way migration issues were addressed. How did the African Union rate the political and other factors that would influence whether the concept of African citizenship came into being or not?

133. Ms. Kalinde said that the idea behind making the African diaspora the sixth sub-region of Africa was to encourage migrants to tackle the problems they faced without depending on African-based monitoring, *inter alia*, by finding ways of streamlining remittance methods. The African diaspora was already well organized in the Americas and steps were being taken to organize a regional structure in Europe. On the question of African citizenship, the Abuja Treaty of 1991 establishing the African Economic Community stated very clearly that the African people should cooperate and harmonize their policies. That vision had developed even before the establishment of the Organization of African Unity in 1963 and was also reflected in the Constitutive Act of the African Union. It might take a long time, but she was certain that Africans would draw on their resourcefulness and resilience to achieve political and economic integration. Efforts in that regard were already bearing fruit in West Africa. Furthermore, the countries of the Southern African Development Community (SADC) were establishing national structures to police the free movement of people effectively. Economic stability would prevent conflicts and ensure that migration became a purely positive phenomenon.

134. Mr. Langenbacher, Swiss Delegate for Migration Dialogue, highlighted the recent accomplishments of the Berne Initiative Process Towards the Development of an International Agenda for Migration Management. In 2003, some 80 government representatives and experts from civil society and international organizations had provided support for the development of a comprehensive policy framework on migration management based on common understandings and effective practices, developed through a consultative process at the global level. The resulting Agenda was a non-binding instrument for migration managers, for use at the national, regional and global levels.

135. In 2004 four regional consultations had been organized jointly by the Swiss Government and IOM's Migration Policy Research Department (MPR): on 25 and 26 March, in Addis Ababa, Ethiopia, for Africa; on 24 and 25 June in Budapest, Hungary, for Europe and Central Asia; on 29 and 30 July in Guilin, China, for Asia and the Pacific; and on 9 and 10 September in Santiago, Chile, for the Americas. Overall, experts at the regional consultations focused on how best to minimize the negative impact of migration and maximize its benefits, concluding that it was essential to strengthen international dialogue as a key to effective migration management and that was more possible at present as shared interests in migration were emerging. Participants support the Berne Initiative as a springboard for global dialogue on the importance of sound international migration management, with due regard for State sovereignty, regional and national particularities and the need for greater international cooperation. The regional consultations had provided constructive input for the Berne II Conference, to be held on 16 and 17 December 2004, at which the International Agenda for Migration Management would be finalized and serve as a reference system and multilateral non-binding framework to improve migration management and to further national, regional and international dialogue and cooperation on the subject. The Agenda would inform the Global Commission's Final Report in 2005. He encouraged all governments which had not yet done so to register for the Berne II Conference.

136. One delegate believed that legal migration was primarily a political issue; once it was resolved, others such as health and protection could be addressed. In consultations with IOM over the past two years, Member States had tried to overcome obstacles of internal politics and devise a multilateral mechanism such as the Berne Initiative as an avenue for legal migration. Migrants should be afforded protection not only on arrival in their countries of destination, but also while in transit. Mr. Langenbacher emphasized that protection was a common understanding of the Agenda.

137. The delegate of Mali, referring to a recent case involving irregular Malian migrants in Switzerland, said that bilateral cooperation between sending and receiving countries advocated under the Berne Initiative were crucial and most effective in finding solutions to irregular migration. Unfortunately, the use of biometric technology was of little relevance in developing countries such as Mali because there were few records or official documents outside of travel and school registration papers on which to establish identity.

138. Mr. de Jong believed that the Member States should now put the Agenda into practice and submit the results obtained to the Global Commission. IOM could play a leading role in providing technical assistance to build up the capacity necessary to reach a common understanding and to make available best practices. Mr. Langenbacher agreed that the Agenda's strength lay not in its legal status but in the use States made of it; IOM had been asked to develop technical assistance modules for countries that asked for help in that regard.

139. For the Director General, the key to the Berne Initiative's success was its non-binding nature, which had resulted in a broad consensus on migration policy, including migrants' rights and migration management. The Agenda was a valuable training and capacity-building tool and a starting point as regards migration policy including on migrants' rights and migration management from which to develop and implement managed migration policy.

140. Mr. Abella, Chief, International Migration Programme, ILO, reported that the 92<sup>nd</sup> Session of the International Labour Conference (June 2004), under the agenda item “Towards a fair deal for migrants in the global economy”, had adopted a plan of action on migrant workers that called for the development of a non-binding multilateral framework for a rights-based approach to labour migration. The plan of action had been adopted by consensus by the tripartite delegations (governments, workers and employers’ organizations) from ILO’s 177 Member States. Mr. Abella noted concern that the world was not ready to deal with a new age of mass migration; rising pressure to migrate because of lack of jobs where people lived (of the 40 million additional job seekers every year in the coming decade, only two million were in the rich countries, while 38 million were in the developing countries); and the income gap between rich and poor countries, which had increased by one third between 1975 and 2004. These economic differences were compounded by differences in security, democracy, human rights and civil liberties, and further heightened by people’s perception that trade and foreign direct investment had made little difference to their lives.

141. The framework to be developed would comprise international guidelines and principles drawn from best practices in origin and host countries. It would contain detailed descriptions of policies and laws that could serve as models for policy reform in some 20 specific areas and thereby meet the need for a flexible way to bring national policies progressively into line with international principles.

142. The plan of action had not been adopted without discussion. In the first place, many receiving States were adamantly opposed to making multilateral commitments to liberalizing the admission of foreign workers. The concept of a “rights-based approach” was interpreted by some as meaning the right of a worker to enter another country. It had been retained only after clarification that ILO conventions contained no such right. Opposition had also been expressed to proposals making it an obligation to give regular status to those who were working in violation of immigration laws, but ultimately everyone had recognized the unacceptability of situations in which a large and growing number of workers were in an irregular situation and in some cases deprived of basic rights.

143. The consensus nevertheless reached was thanks to agreement on a number of other points: the need to expand avenues for regular labour migration (on the implicit suggestion that it was in the self-interest of countries to bring down the barriers to migration because of human resource constraints to growth and demographic imperatives); the right of all migrant workers, regardless of their legal status, to benefit from international standards and to be covered by national legislation and applicable social laws; the danger that the emigration of highly skilled workers might be prejudicial to countries of origin and the need for “ethical recruitment guidelines” and bilateral and multilateral agreements to counter that danger.

144. The fact that the framework was to be “non-binding” was a source of satisfaction to some and of concern to others. From ILO’s point of view, the “non-binding” nature of the framework should not be seen as a weakness but might serve to heighten the framework’s impact in an economic and social area where national policy was still the subject of intense internal debate.

145. ILO was now preparing the framework in close cooperation with its constituents, with other international bodies such as IOM, UNHCR and the United Nations Commission on Human



Rights, and by building on existing initiatives such as the Berne Initiative, the Hague Declaration and the Global Commission. In order to ensure that the plan of action was immediately effective, it would be presenting the proposed guidelines to a tripartite meeting of experts in the summer of 2005 before finalizing it for the ILO Governing Body.

146. A number of delegations wondered how the proposed non-binding framework related to ILO's mandate, which did not extend to migration management, and warned that ILO would be exceeding its area of expertise and encroaching on IOM's mandate. For Mr. Abella, however, a rights-based approach was predicated on ILO conventions: workers allowed to enter a country for legal employment should receive the same treatment as indigenous workers; irregular migrants were entitled, under Convention No. 97 (Revised) on migration employment, to the same wages as their national counterparts. Furthermore, the ILO report to the International Labour Conference had clearly concluded that effective migration management based on best practices was necessary to protect migrants' rights. Inevitably there would be some grey areas where principles would end and management would begin, but it was difficult to see how the framework could be of help to governments if it did not deal with practices as well.

147. As for the distinction between temporary and permanent migrants, most problems related to the former. ILO's role was to provide examples of best practices where temporary migrants could enjoy as many benefits as possible, based on the experience of countries that had followed the practices. Temporary migrants tended to extend their stay because workers and their employers were often motivated to prolong their contractual relationship; it was necessary to have policies to deal with that contingency when it arose. Some countries had a policy of allowing migrants to move from one category of work to another. The framework would also include a provision on social inclusion, which was usually interpreted as referring to permanent migrants.

148. Follow-up aimed at sustaining interest and ensuring coherent implementation would be guaranteed by ILO's tripartite structure (government, worker and employer representatives) and by the system of reports to the ILO Governing Body and its Committee on Employment and Social Policy; efforts to spread awareness of the framework at the regional level were also being made, for example at the Extraordinary Summit of the African Union on employment and poverty reduction in Africa held in Ouagadougou in September 2004, and in the context of "Jobs for Africa" initiatives through ILO technical cooperation programmes.

149. Ms. Vincent, Associate Deputy Minister, Citizenship and Immigration Canada, spoke about the integration of two subjects of national policy – migration and health – and further, the extent to which many issues of health that were once of exclusive national concern had taken on international significance. Her observations were based on the conclusions of the Seminar on Health and Migration held in Geneva from 9 to 11 June 2004, organized by IOM, WHO and the Centers for Disease Control and Prevention. The seminar, to cite one highlight, had revealed the need for joint efforts to change the way people think about health and migration, specifically, a change in mindset from exclusion to inclusion. The physical, mental and social well-being of the migrant was vital at each stage of the migration process.

150. Her first observation was that the need for international disease control and management had never been greater. Since travel, migration and population mobility had combined to create a

global village, health and migration issues were interrelated. The globalization of labour and the increase in the number of migrants were associated with numerous movements of sick people. When those movements were from a less developed to a more developed part of the world, the effects in terms of health tended to be minimal; movements in the opposite direction, however, tended to place an even heavier burden on the over-stretched services in less developed countries. One of the seminar's aims had therefore been to formulate innovative strategies for dealing with those issues by means of international cooperation.

151. Secondly, the interrelationship between health and globalization now both influenced and was influenced by migration, as evidenced by the 2003 SARS outbreak and current concerns about avian influenza. In addition, the immense challenges posed by HIV/AIDS, tuberculosis and malaria in many parts of the world were compounded by the widespread migration of health workers and the effect of that on national programmes. The seminar had explored solutions to this complex set of challenges.

152. The seminar had also examined current and future policy needs. The only international regulatory health framework consisted of the International Health Regulations, which WHO had started to revise in November 2004. In countries with a long tradition of accepting migrants there had been a major shift, away from screening and quarantine for the purpose of exclusion, towards medical evaluations involving diagnosis, treatment and prevention as the first step in the process of integrating new arrivals in the national health care system. Canada had embarked on this process, with most of the medical examinations being performed by IOM's excellent services.

153. The road to change involved heightened awareness of the issues in order to develop perspective and understanding. National and regional approaches had to be based on common precepts: ensuring that the migrant, the country of origin and the country of destination benefited; managing health as well as flows of migrants with a view to ensuring that the capacity existed to deal with health issues; and taking into account the mutual interests of regional and international approaches. In short, by drafting the blueprint for regional and international alliances in respect of migration and health, the policy foundations would be laid for nations to develop effective programmes to improve the health of migrants and host populations.

154. The representative of WHO reiterated that the seminar had revealed the very close link between migration and health and the need for a global health approach based on inclusiveness and global access to health care. It had also shown that one of the prerequisites for migration to produce benefits for all was a well functioning health care system. No country was safe from the spread of infectious diseases and a rapidly spreading disease such as avian influenza had the potential to cause serious human social and economic disaster, with an enormous death toll worldwide. He urged that collaboration between IOM and WHO should be strengthened so that the two organizations could face the challenges of migrant health together.

155. Two delegates raised the issue of "health tourism", or migration for health by people seeking health services in other countries. Ms. Vincent considered that there were two facets to the issue: on the one hand, some countries had adopted an economic development strategy of offering certain health services in order to attract "health tourists" from around the world; on the other, people were prompted to migrate in search of health services that were lacking at home. The issue of health, migration and development warranted further analysis.

156. Mr. Jara, Permanent Representative of Chile to WTO, addressed the issue of migration and trade from the perspective of the General Agreement on Trade in Services (GATS), Mode 4, a binding international treaty regime designed to reduce barriers to trade in services. Mode 4 covered temporary migration in connection with the supply of a service and not permanent migration. Mode 4, by its terms, did not apply to measures affecting natural persons seeking access to the employment market or to measures regarding citizenship, residence or employment on a permanent basis. It protected each country's regulatory sovereignty with regard to immigration and could not be invoked to prevent a country from applying measures to regulate the entry of persons for a temporary stay on its territory. There were therefore important differences between the concepts and definitions used to negotiate specific commitments to reduce barriers to trade in services under Mode 4, and national visa and work permit systems.

157. The diplomats engaged in negotiating the GATS were ill equipped to deal with highly regulated, sensitive public policy migration issues. Conversely, migration authorities needed to take account in their regulatory frameworks of the commitments made under Mode 4. Hence it was important to bring the two communities together at events such as the IOM/WTO/World Bank Seminar on Trade and Migration held in Geneva on 4 and 5 October 2004. The seminar had highlighted lessons that could be drawn from broader bilateral and regional migration agreements, which could encompass the obligation of the source and host countries to manage migratory flows, measures to offset labour shortages, the creation of cross-border labour markets and the protection of migrants' rights. Although the GATS did not extend to many of these issues, at the seminar the possibility had been discussed of drawing on good practices in bilateral and regional agreements (such as those concerning cooperation between sending and receiving countries and the pre-screening of workers, training in the sending country and ensuring the return of temporary workers) to create a more favourable environment for Mode 4 commitments. Built-in flexibility for such commitments, for example by linking Mode 4 quotas with the employment rate, had also been discussed. Bilateral and regional agreements could therefore serve to further GATS Mode 4 negotiations as long as they were consistent with the Most Favoured Nation rule. IOM's initiative to bring the trade and migration communities together to create better understanding and cooperation was deeply appreciated and IOM was a critical partner for the trade community.

158. The Chairperson thanked the presenters for their contributions to what had been a rich and informative discussion.

**(e) Workshops on “The Image of Migrants in Society”**

159. Mrs. R. Süßmuth, Member of the Global Commission on International Migration, Chair of the Independent Council of Experts on Immigration and Integration (Germany), delivering a keynote introduction to the subject, said that there was no single image of migrants in society – perceptions differed in host and sending countries and in accordance with the historical experience of migrants in any particular country. It was necessary to distinguish between the perceived image of migrants in the host and in the sending countries. The migrant's self-image must also be taken into account. Differences in perception did not depend on one country or society being more friendly or more hostile than another but were related to the respective need for immigration and the accompanying public and political discourse. When migrants were needed, acceptance could be ready; when economic growth slowed or stagnated, however, societies tended to be more dismissive of

outsiders. Then foreigners were more easily depicted as scapegoats responsible for negative developments in society and could become targets for hostility. In addition, perceptions in the host country could be widely divergent depending on the migrant's country of origin.

160. IOM and many other stakeholders had to promote a realistic image of migrants, emphasizing clearly that the vast majority of migrants to Europe were motivated by the prospect of finding decent work. They were ready to take jobs which nationals did not want; they contributed to the economy; and some of them would not return to their countries of origin, considering their adopted country as their home.

161. In Europe, the situation was ambiguous: on the one hand, demographic changes and a declining work force had led not only to a deterioration in established welfare standards but also to a demand for migrant labour, whether highly skilled or not. On the other hand, it was known that integration of migrants was not always smooth, which led to fear and a negative image of migrants that had been intensified by terrorist attacks and other criminal activity. This association of ideas, combined with high unemployment rates in many countries, had had a visible impact on public debate and the image of migrants in society, and had led many governments to apply restrictive measures towards foreigners. The restrictions, along with the suspicion that migrants represented a threat to the cohesion of society, impeded government action to meet the challenges of the labour market and to comply with their humanitarian responsibilities. It also ran counter to reality in most European States where migrants were in great demand at many levels in the service sector.

162. Many countries, including her own, Germany, were realizing that new approaches to immigration and integration were required and that successful long-term policies required society to be supportive. That depended on the public image of migrants in the host society, for which political will was of primary importance. More cooperation and support among the organizations working on migration were also needed to publicize the benefits from the human potential, diversity, creativity and special capacities migrants offered. Many problems could be solved if migrants were involved in the formulation of policies on migration encouraging cultures to live together and have greater contact. Migrants should be seen as individuals belonging to different worlds, who still had close links to their countries of origin, but also to the countries in which they lived and worked. Openness, reality and context were needed, along with a more human rather than an ethnic approach, stressing common features in migrants and non-migrants rather than differences between them.

163. She hoped that IOM would help to change the public image of migrants so that they were seen as an asset rather than a threat.

164. The Administration then made a presentation on the image of migrants. Research showed that the image society had of migrants was formed largely by the mass media, the political establishment, public opinion leaders, experts and academia and public opinion. Among these, the mass media, the political establishment and public opinion had a complex relationship of mutual influence. The mass media focused on negative stories and images and provided scant coverage of migration issues: of one thousand articles examined, only forty to sixty dealt with migration issues; of those, 53 per cent gave a negative view of migrants, only 25 per cent discussed the potential benefits of migration and 90 per cent dealt with asylum seekers. The day-to-day living conditions and concerns of migrants, the contributions they made, were not mentioned.

165. The political establishment, although the main speaker on migration, was unevenly represented in the media, with coverage increasing fourfold in pre-election periods. The political discourse was divided and simplistic, and gave a black-and-white image of migration that echoed that projected by the mass media. It also generated unrealistic expectations in respect of enforcement and control of the flow of migrants.

166. Public opinion, for its part, displayed the highest levels of ignorance and misinformation. It did not distinguish between asylum seekers, immigrants and ethnic minorities. This being said, the more ethnic diversity there was in a region, and the stronger the country's tradition of accepting migrants, the more tolerant public opinion was.

167. Changing the image of migrants was difficult, but feasible if action were taken where it would be most effective. Public opinion would be extremely hard to tackle, given the beliefs and values that had been ingrained over many years, and was therefore not a good starting point. The mass media provided a more powerful lever to act on, and measures could be taken to aim at obtaining more balanced, better documented coverage that presented the fundamental economic, social and moral stakes of migration and not only the negative aspects, had a broader focus going beyond asylum seeking, provided better coverage of migrants' contributions, which went largely unnoticed, presented expert views in addition to those of government officials, and allowed migrants' voices to be heard as well. In that respect, regional and local media had a crucial role to play, as resistance to migrants was most deeply ingrained in rural areas.

168. The political establishment, for its part, should be persuaded to change its discourse. It should focus not on stopping migration but on reaping the benefits thereof. In this regard, a great deal needed to be done at regional and local levels to educate and inform. More effective migration management and enhanced integration would also help improve the image of migrants. Measures for integration might include facilitated access to the labour market, training and education, and recognition of migrants' largely unheralded contributions to the economic, social and cultural fabric of the host country.

169. In short, an image shift was within reach. Sizeable segments of the population acknowledged the benefits of migration and were aware of the need for highly skilled immigrants. A majority was in favour of allowing entry to low-skilled economic migrants, on one essential condition: that the migration be managed.

170. After the presentations, the participants split into three workshops to discuss the theme "The Image of Migrants in Society". On resumption of the plenary, the workshops reported on their findings.

171. Mrs. M. Grange (International Catholic Migration Commission – ICMC), Rapporteur for Workshop 1, said that the group had comprised participants from four continents, including delegates from countries of traditional immigration that had put in place a vast array of policies and legislation, from southern countries that had a long-standing tradition of hospitality, and from a country that had hosted millions of refugees for two decades. Discussions had been interesting. One speaker had commented that there seemed to be a more negative perception of migrants in the North and a more positive one in the South. Racism and xenophobia, and measures to combat

them, constituted a recurrent theme in the discussions. Examples cited of good national policies included government-sponsored settlement services, with access to language training. The importance of transparency in migration management, of consultation with migrants or their organizations and with the private sector in the formulation of legislation, and of extensive research on migration had also been highlighted.

172. Where positive perceptions and a sense of hospitality existed, they were reflected by the media. One country had empowered journalists from refugee and migrant communities and another had established a news agency composed mainly of journalists of migrant and refugee origin. The importance of having such journalists working in mainstream media had been underscored. One speaker had referred to a country where a media monitoring system had been set up and suggested that IOM might call on its Members to perform joint media monitoring exercises.

173. In some countries which were subject to both emigration and immigration, bodies had been set up to deal not only with the problems of the diaspora but also with issues of newcomers in society. In that respect, it was critical to circulate information to de-criminalize the perception of migrants and to raise awareness of the hardships faced by them. One country had set up a citizenship consultant council which advised on policy, thus contributing to transparency, while another had an extremely simple visa regime requiring completion of only one sheet of paper as against four elsewhere. A country that had a large diaspora had organized a conference on migration where migrants could relate their experiences.

174. One concern expressed by everyone related to the targeting of a particular group of people, especially from Arab countries, since the events of 11 September 2001. Security concerns stemming from anxiety about terrorism were undoubtedly affecting the image of migrants. One participant emphasized that managed migration resulted in a better image of migrants. It had been suggested that police and immigration officers should undergo training in returning of migrants in order to avoid creating a negative image, both of migrants and of the authorities in the countries concerned. Finally, it had been highlighted that insistence on respect for migrants' human rights had a very good impact on their image.

175. Mr. P. Novak (Czech Republic), Rapporteur for Workshop 2, said that, despite the short time available, valuable debate had taken place on the four topics suggested in the last paragraph of document MC/INF/277 (The Image of Migrants in Society). First, emphasis had been placed on the impact national policies in host countries could have on society's attitude towards migrants, the importance of a legislative framework for access to the labour market, housing and language courses, and relevant information and education for migrants. It was essential for source countries to assist their nationals living abroad, during and after their arrival, and to underline that those migrants were like ambassadors from their countries. In that context, it was important to distinguish between legal and irregular migration and to formulate relevant policies for countries of destination, origin and transit alike. Transparency of criteria in regular migration and general management of migration was essential; furthermore, an important question for governments was to establish why irregular migration existed at all.

176. Secondly, on the subject of how stakeholders could promote a positive image of migrants, long discussion had taken place on who the stakeholders were; key aspects were deemed to be

cooperation and dialogue among all stakeholders in society. With regard to how the media could play a more positive role in shaping public opinion about migrants, once again education was considered important; as underlined in the presentations by Mrs. Süßmuth and the Administration, objectivity and realism were crucial. It was important also that the media explain in host and source countries why people migrated.

177. Finally, on the issue of how migrants themselves could be supported in promoting their image, it had been reiterated that the essentials were education and language knowledge and, of course, full respect for the laws, rules and regulations of the host country. Otherwise a negative image was given. It was absolutely necessary for newcomers voluntarily to adopt certain aspects of the lifestyle of the host country. On the other hand, it was helpful and necessary for migrants to band together in associations and, finally, to realize that they were ambassadors of their home countries.

178. Mr. M. M. Mahamud (Kenya), Rapporteur of Workshop 3, said that the group had concentrated on the concept of improving the image of migrants in society by sharing views at regional and other forums such as the present one and through the media, whose importance had been stressed. Migrants, it had been suggested, could perhaps access the media through their associations in order to influence programming and the image it projected. The role of the political establishment in image making had also been emphasized, in particular the need for political rhetoric to be modified so as to influence society towards a more positive view of migrants.

179. The issue of research and education in countries of origin, transit and destination had been discussed as a means of highlighting issues of access to the media and of the rights, benefits and responsibilities of migrants. In this regard the pre-departure orientation talks for potential migrants in the Philippines were seen as an example – the departing migrants were encouraged to become ambassadors for their country. The need for migrants to learn what to expect in their countries of destination had been emphasized. Both the Philippines and Sweden had programmes for arriving migrants.

180. The issue of access to labour markets and the particular vulnerability of domestic workers was raised. One delegate asked if studies had been carried out to establish the threshold at which migration became a policy problem; what was meant by migration; and how were the freedoms and rights of migrants to be defined? In conclusion, the speaker said that all participants had referred frequently to and agreed on the value of the presentation made by the Administration and the paper circulated by IOM on the image of migrants in society (MC/INF/277).

181. Mrs. R. Süßmuth (Commentator), responding to the reports of the workshop rapporteurs, said that she had learnt a great deal from the deliberations. It was interesting to note that there were remarkable differences between levels of hospitality in various countries. Poorer countries were often more welcoming to outsiders. Clearly, whereas access to the labour market and to facilities such as language courses was important, a feeling of acceptance was of great assistance in learning processes. The role of civil society should not be neglected – in fact, local communities often supported irregular migrants who had been detected and ordered to return home. Indeed, the local community's image of migrants must be taken into consideration as it was

based on everyday activities and contacts. She expressed satisfaction that discussions in the workshops had not only focused on the economic contribution of migrants but had adopted a holistic approach covering social and cultural aspects also, and pointed out that in some parts of the world there was a tradition of multicultural and ethnic tolerance.

182. Obviously there were always problems when migrants had no access to education, housing and work but, referring to her own country, Germany, she pointed out that the greatest problems existed where there were scarcely any migrants, presumably because people felt threatened by the unknown. A further noteworthy point was that a crime committed by a migrant or foreigner always had a greater perceived impact than one committed by a national of the country in question. Caution must be exercised, therefore, to ensure that collective criminalization and humiliation of migrants was prevented and that traditional prejudices were not perpetuated.

183. The Chairperson thanked all speakers and participants in the workshops.

## **GENERAL DEBATE**

(a) Statements by the Director General and the Deputy Director General

184. The Director General delivered the statement reproduced as Annex I to this report.

185. The Deputy Director General delivered the statement reproduced as Annex II to this report.

(b) Statements by Members and observers

186. Statements were made by the following Members listed in alphabetical order:<sup>\*</sup> Afghanistan, Algeria (for the African Group), Algeria, Argentina, Armenia, Australia, Austria, Azerbaijan, Bangladesh, Belgium, Benin, Chile, Congo, Côte d'Ivoire, Czech Republic, Egypt, France, Honduras, Iran (Islamic Republic of), Israel, Italy, Japan, Kenya, Lithuania, Mexico, Netherlands, Nigeria, Norway (for the Nordic Group), Paraguay (for GRULAC), Paraguay, Peru, Philippines, Republic of Moldova, Romania, Serbia and Montenegro, South Africa, Sri Lanka, Sudan, Switzerland, Thailand, Tunisia, United Republic of Tanzania, United States and Venezuela.

187. Statements were made by the following observers:<sup>\*</sup> Ghana, Indonesia, Jamaica, UNHCR, Amnesty International, Human Rights Watch and ICVA.

188. Speakers welcomed the new IOM Members and observer and thanked the Director General and the Deputy Director General for their able leadership, devotion to the cause of migration and skill in assisting Members to confront the current challenges of migration in a changing world.

---

<sup>\*</sup> Texts of the above statements, as received from the Members and observers, are accessible on the IOM web site at [www.iom.int/iomwebsite/Governing/ServletSearchGoverning](http://www.iom.int/iomwebsite/Governing/ServletSearchGoverning) (restricted site).



189. They also expressed their appreciation for the Director General's initiative in convening the International Dialogue on Migration which was proving to be a valuable forum for discussion on many aspects of international migration that were of growing concern throughout the world.

190. After the last delegation had spoken, the Director General expressed satisfaction at the level of participation and interest in the Council session. He thanked Mr. Appave and his colleagues for having arranged the International Dialogue on Migration, and the panelists for their valuable contribution to the discussions. He was grateful to the three Commissioners and to the Executive Director of the Global Commission on International Migration for having provided valuable insight into the work they were doing – which reinforced the work of IOM - and the conclusions they were formulating. IOM had supported the work of the Global Commission since its establishment and would continue to do so. He also thanked the representatives of Member States for their contributions and underlined the important role they played in determining the areas in which the Organization should move forward.

191. Earlier in the year, the Seminar on Trade and Migration, which had brought migration experts together with trade negotiators and had led to increased understanding between the two communities of the way the same subject could be approached from different angles, had made good progress. Such initiatives contributed to the development of coherence between different organizations and different approaches to migration management. The Seminar on Health and Migration, which had brought migration experts together with health practitioners, had also been a success. The plan to hold an Intersessional Workshop on Migration and Development in February 2005 was a response to the renewed interest in the link between the two concepts, not only among IOM Members but also among development agencies such as the World Bank.

192. He appreciated the fact that IOM's Constitution stated the purposes of the Organization in very broad terms, giving general guidance on the kind of approach to take towards migration management and allowing for creativity and flexibility. It was that flexibility that had allowed IOM's priorities and focuses to change over time, in accordance with the needs and interests of its Members. The Organization's initial goal had been to help people displaced by the Second World War. During the Cold War phase the focus had been on displacement and refugee work, including in Hungary and Viet Nam, and during the collapse of Yugoslavia. Although IOM continued to work in that field, its focus had shifted over the past decade towards the effects of the globalized economy and the economic impact of labour mobility across borders, which raised questions about the link between migration and development, migration and trade and migration and banking – the latter arising because of the huge flows of remittances that were clearly not being handled in the best possible way.

193. He liked to think of IOM as playing the part of pathfinder and believed that, in addition to its more traditional tasks, the Organization could make an important contribution in terms of finding new working methods and techniques and thereby add value for its Member States.

194. Recalling that, during the General Debate, several speakers had questioned the existence of international migration law, which was the remit of a new department in the Organization's proposed Programme and Budget for 2005, he said that he was convinced that such a step was neither overly bold nor too ambitious, given that such a body of law did exist, even if it did not

have the same kind of definition, clarity or status as, say, international humanitarian law or international refugee law. International migration law was composed of many different types of law which inevitably had an international dimension as it regulated the behaviour of foreigners and affected the citizens of other countries, bilateral labour agreements and regional migration arrangements such as the Schengen Agreement in the European Union. It was also worth bearing in mind the universal applicability of international human rights treaties which were either directed specifically at migrants or were applicable to all persons regardless of their status. The challenge ahead lay in how to define and raise awareness of international migration law and how to make it more accessible so that it could better serve the needs of migrants and Member States. He agreed with the representative of the Office of the United Nations High Commissioner for Refugees (UNHCR), who had stressed that international migration law was distinct from international refugee law. IOM did not wish in any way to break down the distinction between refugees and migrants and was committed to the reinforcement of international refugee law.

195. IOM shared responsibility for the failure adequately to coordinate efforts to address the question of internal displacement in the Darfur region and acknowledged that the way the Darfur crisis was being handled was not a model of inter-agency cooperation. However, the efforts in Darfur were not totally uncoordinated or arbitrary. The Special Representative of the United Nations Secretary-General in Sudan was working hard to improve coordination and cooperation between the United Nations, the Government of Sudan and IOM and a coordination mechanism was starting to operate successfully. However, given that the fighting in the region continued and the number of internally displaced persons was constantly on the increase, it was proving difficult to make significant progress. He urged other specialized agencies and the international community as a whole to support the efforts of the Special Representative and the United Nations Humanitarian Coordinator in Sudan to improve the situation on the ground. At the meeting to be held in Geneva in December 2004, the Inter-Agency Standing Committee was due to consider why its procedural roadmap for developing a strategy on internally displaced persons and inter-agency cooperation had not worked as they should have.

196. He assured the observer that had expressed concern about IOM's approach towards the Libyan Arab Jamahiriya that there was no cause for concern. As a large country with long borders, Libya was a transit and destination country for migrants from all over the world and was facing difficulties in managing its migration flows. Consequently, the Government of Libya had engaged in fruitful dialogue with IOM and the Organization had established a good working relationship with both the authorities of that country and its civil society. He had visited Libya and had been involved in efforts to prepare a joint project for migration management. He was confident that Libya would soon become a party to the 1951 Convention relating to the Status of Refugees and in the meantime would abide by the provisions of that treaty in order to protect the relatively small number of refugees on its territory.

197. The Deputy Director General endorsed the views expressed by the Director General. The Organization had reached a point of no return from which it had to progress, and in doing so it would have to overcome a number of obstacles. In order to move forward, the Organization would have to decide on the strategy it wished to adopt, in consultation with all its Members. She assured all those who had spoken during the General Debate that their observations and requests would be taken into account over the course of the coming year by the IOM Administration and

would be raised during informal or bilateral consultations to the maximum extent possible within the confines of the Budget.

## **IOM STRATEGY**

198. The item was introduced by Mr. Karklins (Latvia), Chairperson of the 2003 Council, who recalled that the Administration had prepared a note on IOM's strategy in response to a request from Member States at the Eighty-fourth Session of the Council. The note had been circulated and used as a basis for discussion at the informal consultations held on 17 October 2003 and at the Eighty-sixth Session of the Council in November 2003. The Member States had recognized that it constituted a good basis for discussion and requested that it be further refined. Although they had agreed to suggest amendments and make comments in writing, very few Member States had done so by the agreed deadline. Document MC/INF/274 (IOM Strategy: Current and Future Migration Realities and IOM's Role) took into account the requests that greater clarity be provided on the present situation and future trends, that possible challenges facing IOM in the years ahead be identified and that IOM's relationship with the United Nations and the work of the Global Commission on International Migration be discussed. It had formed the basis for the informal consultations held on 14 October 2004. The main points raised at the time and in the comments subsequently received by the Administration are summarized in CRP/15.

199. There had been general agreement that the document provided a sound basis for discussion but did not reflect all points of view. It had therefore been concluded that the Eighty-eighth Session of the Council should deliberate further on IOM's strategy and that discussions should perhaps continue in 2005. Indeed, some Member States had felt that IOM should wait for the Final Report of the Global Commission on International Migration and for the outcome of the 2006 United Nations High-Level Dialogue on International Migration and Development before finalizing its strategy. Other Member States, however, had considered that IOM should define its strategy so that it could be taken into account by the Global Commission and other bodies.

200. These points were repeated in the discussion which followed. Several Members agreed that document MC/INF/274 provided a good basis for discussion, although a number of them added that the matter required further careful analysis. Several speakers suggested that the strategy should not be finalized without taking account of the Global Commission's Final Report which would be available in mid-2005, or of the outcome of the 2006 United Nations High-Level Dialogue and other ongoing processes. Others, however, referring to IOM's central role in providing policy advice and services on migration, believed that IOM's strategy should not be determined by other dialogues and encouraged the Organization to set the agenda on migration. Another delegate believed IOM should play a more active role in global discussions of migration issues.

201. Referring to the list of objectives set forth in paragraph 28 of document MC/INF/274, one speaker suggested that the promotion of effective respect for international migration law and migrants' rights was one example of an activity that should be among IOM's main objectives, and not just an area in which the Organization would build up its expertise and experience. One means of achieving that objective would be to promote the principal conventions on migrants' rights,

including the Convention on the Protection of the Rights of all Migrant Workers and Members of Their Families. Furthermore, additional information was needed on the implications for the Organization of building on its expertise and experience in two areas, namely “as the leading partner for technical cooperation on migration management” and “as promoter of cooperation and coordination of efforts of all relevant actors on international migration issues”.

202. Another speaker felt that the strategy needed further work if it was to present a clear view of how IOM intended to meet clearly defined operational objectives stemming from agreed organizational goals, and that it needed to take account of the views of organizations such as UNHCR, Human Rights Watch, Amnesty International and ICVA on IOM’s role in the field of migration and on its operational activities. A third speaker, pointing to the need to mainstream the issue of migration and thus to make migration policy part of a global pluri-disciplinary approach, suggested that the fifth point in paragraph 29 be modified to read “as promoter of cooperation, *coherence* and coordination of efforts”. The same speaker called for caution in respect of the second point of paragraph 28, which read “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”; IOM should set limits to its activities and hand over to other organizations when situations stabilized.

203. On the subject of partnerships and IOM’s mandate, one delegation considered that partnerships had to be conducted in mutual respect for the competences of the organizations concerned, as stipulated in IOM’s Constitution, and another added that it was crucial for the Members to have a common understanding of IOM’s mandate. Two other delegations commended the Organization’s activities to provide support and administrative services for migrants and refugees, and its expansion into new areas such as trafficking and capacity-building in States seeking to provide migration services; they expressed concern, however, that IOM was expanding into areas, such as remittances and support for diasporas, that seemed to exceed the terms of its Constitution, and could thus be seen as encroaching on the mandates of other organizations. Another delegation warned against being too conservative and encouraged IOM to take an entrepreneurial approach, to make full use of its mandate to expand its range of services on a fee-for-service basis.

204. Several speakers expressed concern about the budget and human resources implications of the strategy, especially in view of the fact that expanded membership and growing demands for programmes were not matched by the financial contributions of the Member States to the Administrative Part of the Budget. Greater thought should also be given to the types of skills and training needed to meet the Organization’s strategic objectives since staff know-how was its greatest asset, and to security of staff and premises.

205. One delegation pointed out that as membership grew, the inadequacy of full membership bodies such as the Subcommittee on Budget and Finance and the Council would become more apparent. IOM had last set its strategic directions in 1995, when it had had 55 Members; the Council now comprised 109. If the Organization hoped to set out clear strategies that would lessen internal debate and define its areas of unquestioned expertise, it was imperative that it find a way for the membership to provide the Administration with unambiguous direction and support. This could not be done by governing bodies of more than 100 members. It might be advisable to

establish a smaller policy advisory body with which the Administration could discuss strategic directions before they were submitted to the whole membership. One possibility might be to use the Executive Committee as a representative policy body to examine critical questions of governance.

206. The delegation of the Netherlands expressed regret that its written comments had not been distributed to all Member States; the Chairman invited any delegation which wished to express its point of view in writing to do so: he would ask the Secretariat to circulate the Netherlands' written comments in full.

207. Two observers expressed their commitment to participating in the continuing discussions on the strategy, in particular with regard to the place of international migration law and the distinct regime of refugee protection.

208. The Chairperson remarked that migration was being discussed in many forums which were not necessarily aware of what was being said elsewhere.

209. The Council took note of document MC/INF/274 (IOM Strategy: Current and Future Migration Realities and IOM's Role) and invited the Chairperson to consider, in consultation with the Director General, the advisability of convening informal consultations early in 2005 with a view to having the Council deliberate on the matter later in the year.

#### **DRAFT REPORTS ON THE EIGHTY-SIXTH SESSION AND THE EIGHTY-SEVENTH (SPECIAL) SESSION OF THE COUNCIL**

210. The Council adopted Resolution No. 1108 (LXXXVIII) approving the reports on its Eighty-sixth Session (MC/2126) and Eighty-seventh (Special) Session (MC/2137).

#### **REPORT ON THE HUNDRED AND FIRST SESSION OF THE EXECUTIVE COMMITTEE**

211. By Resolution No. 1109 (LXXXVIII), the Council endorsed the decisions taken by the Executive Committee at its Spring Session, took note of the report on the Hundred and First Session of the Executive Committee (MC/2142) and of the Report of the Director General on the work of the Organization for the year 2003 (MC/2141), and approved the Financial Report for the year ended 31 December 2003 (MC/2140).

#### **SUMMARY UPDATE ON THE PROGRAMME AND BUDGET FOR 2004**

212. The Rapporteur of the Subcommittee on Budget and Finance reported on the level of activities implemented by the Organization since the Programme and Budget for 2004 and the subsequent revision had been produced. While the Administrative Part of the Budget had remained unchanged at CHF 37,119,000, the Operational Part of the Budget had increased from

USD 574.4 million to USD 641 million. The increase resulted for the most part from the net effect of reductions in the estimates in respect of Australia-bound migrants in the Pacific and the increased funding received for activities under Technical Cooperation on Migration, Migration Health, Assisted Voluntary Returns and Integration, and Counter-trafficking.

213. The Council took note of the Summary Update on the Programme and Budget for 2004 (MC/2143)

#### **STATUS REPORT ON OUTSTANDING CONTRIBUTIONS TO THE ADMINISTRATIVE PART OF THE BUDGET**

214. The Rapporteur of the Subcommittee on Budget and Finance (SCBF) reported that total outstanding contributions as at 15 October for 2004 and for prior years amounted to approximately CHF 6.5 million. The Administration had spared no effort in Geneva and in the capitals of countries with outstanding contributions, particularly those subject to Article 4 of the Constitution, to have the arrears settled. At the time of the SCBF meeting, 17 Member States had been subject to the provisions of Article 4, one fewer than at the same period in 2003. Some delegations had indicated that steps were being taken to pay off outstanding amounts. Argentina and Nicaragua had agreed to repayment plans and were therefore no longer subject to Article 4. The majority of Member States had expressed their concern at the level of outstanding contributions. It had been suggested that countries with outstanding contributions be asked to report to the Council on the reasons for their inability to meet their financial obligations and their plans for settling outstanding amounts. The Subcommittee had taken note of the efforts made by some Member States to pay their outstanding contributions and had urged those with contributions outstanding for two or more consecutive years to pay their contributions in full or agree to a payment plan.

215. The Administration provided a brief update on the changes in the situation of outstanding contributions to the Administrative Part of the Budget since the SCBF meeting. The number of Member States subject to Article 4 had fallen from 17 to 16, the number of Member States with outstanding contributions but not subject to Article 4 was down from 40 to 35, and the amount of outstanding contributions had been reduced from CHF 6.5 million to CHF 5.8 million. This result was due to the efforts made by the Administration, the Member States and the outgoing and present SCBF Chairpersons. In addition, IOM had recently received a letter from the Government of the Dominican Republic announcing its willingness to accept a repayment plan.

216. The Deputy Director General recalled that the Subcommittee had decided to place the item on the Council's Agenda to enable Member States who still found it difficult to meet their financial obligations to address the Council on the subject.

217. This was endorsed by Ms. Stoios-Braken (Netherlands), the former Chairperson of the SCBF and of the Friends of the SCBF Chair Working Group on outstanding contributions. It was her belief that if the Member States were truly committed to the Organization, they should provide other Member States with a clear explanation of why they found it difficult to pay outstanding contributions. Although some progress had been made, the situation remained serious and there was no cause for complacency. She called on all Member States to study the recommendations of the Working Group.

218. The delegate of Colombia announced that her Government had paid USD 60,000 to IOM on 30 November part of which was to cover its arrears for prior years. Colombia would continue to make every effort to honour its financial commitment to the Organization in spite of the current budget restrictions in the country. The delegate of Venezuela indicated that his country had paid all its arrears.

219. The delegate of the Islamic Republic of Iran reported that the Permanent Mission of his country had followed the issue closely, in particular in the past two months. He thanked the IOM Administration, in particular the Deputy Director General and Mr. Sarmad, and the Chief of the IOM Country Office in Teheran, for their information and cooperation. He suggested that other countries with outstanding contributions could follow this example of close contact and cooperation between the Permanent Mission and the relevant offices in the capital.

220. The Chairperson suggested that countries with outstanding contributions inform the Administration in writing of the reasons for the delay and the possibilities for settling their arrears.

221. The Council took note of the efforts made by some Member States to pay their outstanding contributions and urged those with arrears of two or more consecutive years to settle the amounts in full or agree to a repayment plan.

**DRAFT RESOLUTION ON THE USE OF PROJECT-RELATED OVERHEAD INCOME TO COVER STAFF POSITIONS AND SUPPORT COSTS OF AN ADMINISTRATIVE NATURE**

222. The Rapporteur of the Subcommittee on Budget and Finance reported that, following the consultations on the budget planning process requested by the Council when it approved the Programme and Budget for 2004, a resolution had been drawn up on the use of project-related overhead income to cover staff positions and support costs of an administrative nature. The resolution was intended to formalize the existing practice of using income generated from the 9.5 per cent project-related overhead under the Operational Part of the Budget to cover expenditure of an administrative nature. The Subcommittee recommended that the Council adopt the draft resolution.

223. The Council adopted Resolution No. 1110 (LXXXVIII) on the use of project-related overhead income to cover staff positions and support costs of an administrative nature.

**DRAFT RESOLUTION ON THE USE OF PROJECT-RELATED OVERHEAD INCOME TO COVER STAFF SECURITY COSTS**

224. The Rapporteur of the Subcommittee on Budget and Finance reported that the Administration had presented an overview of the security environment in which IOM operated and the risks and conditions under which staff worked (SCBF/274). The safety of the Organization's staff and assets was a high priority, but limited financial resources sometimes compelled the

Administration to prioritize responses to security requirements. A number of Member States had expressed their concern and indicated that every effort should be made to find solutions in order to protect the physical integrity of staff members.

225. To address the situation, the Member States had been consulted on the Administration's proposal to use the income generated from the 2.5 per cent project-related overhead to cover not only the UNSECOORD fee but also other security costs such as MOSS compliance requirements and directly related staff costs. The resolution was intended to ensure a solid basis for the financing of IOM's staff security structure and would be reviewed once the United Nations had completed its review of the security management system. The Subcommittee recommended that the Council adopt the draft resolution.

226. The Council adopted Resolution No. 1111 (LXXXVIII) on the use of project-related overhead income to cover staff security costs.

#### **PROGRAMME AND BUDGET FOR 2005**

227. The Rapporteur of the Subcommittee on Budget and Finance reported that the Administration had proposed structural adjustments both at Headquarters and in the Field in an effort to provide efficient and effective migration services. At Headquarters, it had proposed the establishment of the International Migration Law function and the consolidation of its work in the Legal Affairs Department. It had further proposed to designate the department of the Migration Health Service as a separate pillar from 2005.

228. Pursuant to the recommendations of the External Auditors following their evaluation of the Field structure, the Administration had proposed the designation of seven existing offices as Special Liaison Missions (SLMs) in order to better define their roles and provide essential liaison services in the Field. It had also proposed the reduction of the number of Missions with Regional Functions (MRFs) from 19 to 16. It had requested no additional funds to cover the cost of the proposed changes, which would be financed by reallocating existing resources. A few delegations had expressed concern that the proposal had not been sufficiently discussed, but the majority had endorsed it and asked the Administration to keep Member States regularly informed of the functioning of the new structure.

229. With regard to the Administrative Part of the Budget, the Administration had evaluated all needs in line with the decisions of the Working Group on the Budget Planning Process and had proposed an increase of 0.3 per cent or CHF 110,000, from CHF 37,119,000 in 2004 to CHF 37,229,000 in 2005. A large number of delegations had supported the proposal, but a few had been unable to do so. The Subcommittee had decided that the Administration should absorb the CHF 110,000 through further savings and efficiency measures. The Administration had agreed to do so, while pointing out that some services could be negatively affected as a result. Document MC/2144/Amdt.1 reflected the change to the original proposal.

230. Some delegations had expressed concern about the relevance to migration of some projects in the Operational Part of the Budget. The Administration had explained that the projects had been requested and funded by beneficiary or donor countries. Other delegations had expressed



concern about the lack of projects in their countries or regions, in response to which the Administration had explained the project development and fund-raising process.

231. Having reviewed documents MC/2144 and MC/2144 Corr.1 (English only), and in the light of MC/2144/Amdt.1, the Subcommittee had recommended to the Council that it approve the Programme and Budget for 2005.

232. One delegation, while pleased to join the emerging consensus, recalled that on the issue of international organization budgets, it had always upheld the principle of zero nominal growth. It nevertheless recognized that the Administration was making every effort to use its resources as effectively and efficiently as possible. Another delegation considered that the four-box model that appeared on page 2 of document MC/2144 did not reflect the views of all IOM Member States. It suggested that in future a statement to that effect be included in all IOM official publications and documents. It noted the decision to establish an International Migration Law Department, and felt that the security of IOM staff and premises was not given sufficient attention in the Programme and Budget. The Administration could not be expected to anticipate the outcome of the current deliberations being held at the United Nations in New York on new institutional arrangements for security management, but the Member States should be aware of their individual and collective responsibility to ensure the safety of local and international staff and of the facilities of organizations such as IOM. In due course, and if possible during the process of preparing the 2006 Programme and Budget, security expenditure should be incorporated into the regular Programme and Budget.

233. Renewed concern was expressed by one of the delegations about the growing imbalance between the Administrative and Operational Parts of the Budget. The Human Resources Director had told the Subcommittee on Budget and Finance that the lack of resources impinged on the Organization's ability, for instance to provide staff with training. In preparation of the 2006 Budget, the Member States should be informed at an earlier stage of all the consequences of maintaining the principle of zero nominal growth so that they were fully aware of what was being required of the Organization with a very limited budget.

234. Another delegation noted that the list of projects contained several programmes that could exceed IOM's mandate: for example, one project in Guatemala did not correspond exactly to IOM's core tasks. Given the enormous demand on resources, and the need for their effective management, IOM projects should be limited to those that complied exactly with its mandate. The delegate of Paraguay expressed renewed regret that the amount in the Operational Part of the Budget for projects in his country had decreased, and again requested that IOM reopen an office in Paraguay.

235. The Chairperson said that he would consult the Member States about how best to find innovative solutions to the budget limits facing the Organization without necessarily increasing Member States' individual contributions.

236. The Council adopted Resolution No. 1112 (LXXXVIII) on the Programme and Budget for 2005.

## **OTHER ITEMS ARISING FROM THE REPORT OF THE SUBCOMMITTEE ON BUDGET AND FINANCE**

237. The Rapporteur of the Subcommittee on Budget and Finance reported on a number of other items discussed by the Subcommittee. The Chairman of the Staff Association Committee (SAC), in his statement on behalf of the staff, had stressed the importance of maintaining a constructive dialogue with the Administration. The SAC had highlighted areas in which it wished to have more cooperation with the Administration and had indicated concern over the performance of the Provident Fund. Of particular concern to the SAC was the growth of the Organization which, in spite of the efforts by the Administration to delocalize certain functions, still placed intense pressure on staff. The SAC therefore supported the Administration's proposal for an increase in the Administrative Part of the Budget. The Subcommittee had taken note of the statement by the SAC.

238. The Subcommittee had examined document SCBF/272 (Support for developing Member States and Member States with Economy in Transition – Status Report 1 January to 15 October 2004). The Administration had emphasized that it would continue to manage the 1035 Facility to ensure regional distribution of funds as equitably as possible, and had renewed its call for further investment in the 1035 Facility in the form of specific voluntary contributions from Member States. After taking note of document SCBF/272, the Subcommittee had concluded that the item would remain on the agenda of subsequent Subcommittee sessions and that all points raised in the discussions would be considered in the framework of the evaluation of the Facility to be carried out in the second part of 2005.

239. The Administration had provided an update on the delocalization of functions to Manila in order to manage the Organization's growth and remain within the limited core funding (SCBF/271). It had highlighted the measures already undertaken in consultation with the Staff Association Committee; every effort was being made to absorb staff members whose jobs were transferred, and termination packages were made available for those leaving. The Administration had also indicated its commitment to reviewing any future opportunities for further delocalization when staff members retired or resigned. The Subcommittee had taken note of the Update on Manila Delocalization (SCBF/271).

240. The Administration had also provided an overview of IOM's human resources (MC/INF/272), indicating the various initiatives it had taken to address issues that were of interest and concern to the staff and to Member States. The report had been deemed to be useful by various Member States, and the Administration had provided clarifications in answer to specific questions. The Subcommittee had taken note of the Human Resources Report (MC/INF/272).

241. The Council took note of the documents.

## **OTHER BUSINESS**

242. There was no other business.

**DATE AND PLACE OF THE NEXT SESSIONS**

243. The Council adopted Resolution No. 1113 (LXXXVIII) concerning its next regular session and inviting the Executive Committee to meet in June 2005; tentative dates were: 29 November to 2 December 2005 for the Council and 7 to 8 June 2005 for the Executive Committee. Provisional dates for the Ninety-third and Ninety-fourth Sessions of the Subcommittee on Budget and Finance were 10 and 11 May, and 1 and 2 November 2005 respectively.

244. The date proposed for a possible Eighty-ninth (Special) Session of the Council was 9 June 2005.

Annex I

**STATEMENT BY THE DIRECTOR GENERAL**

Distinguished delegates, ladies and gentlemen,

1. ***Capacity-building for migration management*** is a shared need among all our membership. Whether old hands at migration or relatively new to the challenges, all of us see the need to strengthen and refine our capacities for coping with and benefiting from the rapidly changing migration dynamics of the twenty-first century.
2. Our ***migration dialogue at the IOM Council*** is one way to build mutual capacity. Through it we inform one another of our needs and problems and exchange views on policy options and pragmatic solutions.
3. At this Council session we have presented the ***Essentials of Migration Management***, a handbook and tool for policy makers and programme managers and one that can be used in the academies where the next generation of leaders will learn the basics of the comprehensive approach to migration management.
4. Next spring we shall publish the third edition of the ***World Migration Report***. This document has become a point of reference for scholars and serves as a textbook in schools and universities. The new WMR has the same theme as this Council -- Valuing Migration.
5. IOM's strengthened focus on ***International Migration Law*** will enable governments and civil society to achieve a thorough understanding of international legal instruments and reinforce the expertise of the legal community through new training efforts in migration law. The new ***Migration Glossary*** is a first product of IML.
6. ***The Berne Initiative's*** International Agenda for Migration Management – that most of you and we have worked on – is set to become a framework and guide for effective migration management and can reinforce IOM's work in your countries and across the international dimension.
7. Looking more broadly, the many ***regional processes*** we support can be viewed as an important engine of capacity-building. They allow governments to develop the tools of cooperation without which efforts to manage international migration rarely succeed.
8. New ideas in the field of ***labour migration*** are taking hold. The capacity to manage a global market in talent and manpower will be a crucial element in the success or failure of the global economy. ***Analysis of the labour needs*** of industrialized and other relatively prosperous countries is a first step towards rational programmes to fill those needs. Labour-surplus countries can then prepare themselves better to meet those needs. Programmes for ***recruiting foreign talent*** to work in developed economies exist in various forms and locations, but many require refinement and expansion to pass beyond the pilot stage. More and more we see ***women migrating independently*** but our systems are ill equipped to address their needs.

9. *Migrant diasporas* can be a mine of talent and resources for developing countries as well as a growing factor in the functioning of the world economy. Systems for the better, more productive use of *remittance flows* need to be developed to benefit both migrant families and their home countries. We shall study this topic in our next policy seminar, *Migration and Development*.

10. Migration in the twenty-first century challenges *the capacity of societies to integrate migrants* of a different culture and religion, especially as the idea of permanent stay and assimilation weakens. Managing “life-cycle migration” requires rethinking, even on the part of well-established immigration countries with a different tradition. For many migrants, work abroad is part of a strategy that culminates in successful return home. Other migrants aspire to *multiple nationalities*. We need to have several integration models in our inventory -- and the capacity to manage them.

11. Much could be said about the need for enhancing capacity to regulate migration. The struggle to abolish *trafficking and smuggling* is far from won. Clandestine migration networks develop wherever international cooperation is weak. Those who exploit and abuse the desire of irregular migrants to improve their lot are resourceful and their business is prospering. The international community must become more active and better focused to counter clandestinity through *comprehensive policies* that take the market away from the unscrupulous.

12. In many countries, security concerns have begun to impinge adversely on international travel, work and study. *Biometric identity documents* may be an answer to faster border crossing by legitimate travellers. We need to broaden international capacity to use smart documents.

13. The role of IOM in capacity-building is to serve as a *catalyst, intermediary and partner* for governments and other international players. We have upgraded our cooperation with GMG partners, the World Bank, the World Trade Organization and other organizations committed to better management of economic migration.

14. Looking at our own capacity, it is clear to me that we must refine our skills in *project development and implementation, reporting, monitoring and evaluation*.

15. In sum, a broad and concerted effort is required to get the world ready for the significant new challenges of migration in the era of the global economy. We have a lot of work to do together.

Annex II

**STATEMENT BY THE DEPUTY DIRECTOR GENERAL**

Ministers, Ambassadors, Distinguished delegates,

1. I am particularly happy to meet our Member States and observers (governments, international organizations and non-governmental organizations) on the occasion of this Council, which is focusing its attention on the added value we can all derive from an integrated and reasoned management of migratory dynamics in a globalized world.
2. I should like to extend a particularly warm welcome to the countries that have just joined us and whose arrival among us reflects both our constant growth and the geographical diversity that constitutes our wealth.
3. I shall not dwell on the issues which the Director General has just addressed, since we share the responsibility of managing your Organization and do our best to ensure that our efforts are complementary, in terms of both geographical areas and sectors.
4. I would, however, like to say a few words about two or three aspects which confirm the key guidelines of my first mandate.
5. In the first place, how can we **strengthen existing cooperation with our Member States and observers and with bilateral and multilateral actors in charge of migration, within the limits of our mandate and making sure that our programmes are contained within the framework established in that mandate?**
6. I shall continue to hold a series of informal meetings with all the parties concerned in order to discuss questions of common interest, including institutional aspects related to the inclusion of migration on international agendas, both within and outside the United Nations system.
7. Furthermore, I feel it is also important, in consultation with the Regional Advisers and Heads of Mission, as well as with the Permanent Missions, to select the most successful projects which could then be presented and shared within the framework of our statutory and informal meetings, with the double aim of exchanging best practices and transferring skills between different regions, especially in Latin America, the Caribbean and in Asia.
8. This exchange goal also underlies our work at regional and continental level. Structures such as CARICOM and ASEAN, to mention only two examples, could benefit from experience acquired elsewhere in order to define a strategic framework for the integrated management of migration, in the formulation of which IOM is prepared to contribute its assistance as and when needed.

9. In addition, I shall continue **the action we have begun, within our fields of competence, to render more visible the impact of migration on the Millennium Objectives.** IOM is currently working on a document which is intended to provide an analytic insight to these connections, which tend to be unfamiliar owing to the cross-cutting nature of migration.

10. In the Field, this means for IOM implementing **projects related to poverty reduction strategies**, in which the skills of migrants (through their contribution to capacity-building in their home countries) and their financial resources (directed at job-creating public and private investments) will be deployed in innovating and active ways. At the same time, **this action on the underlying causes of population movements will have an impact on the retention of skills and on a joint approach to the opportunities of regular migration.**

11. This subject is of particular interest to me, and the MIDA programme provides a practical illustration in the Field.

12. It is in this spirit that I am keeping up my contacts with various groups, especially the Least Advanced Countries (LAC), the Group of 77 and the Africa/Caribbean/Pacific (ACP) Group. At the last Summit of Heads of State and Government, the ACP inserted a series of articles in the final declaration concerning the management of migration, which express the need for enhanced dialogue and responsible partnership with the countries of the European Union.

13. The results achieved within the framework of MIDA projects in the region of the Great Lakes, in Ghana and in Ethiopia bear witness to the added value of this type of project, which demonstrates what can be done by appealing to the diaspora for the temporary loan of its skills to the development of the home countries.

14. Other projects are currently being either prepared or implemented in Latin America, the Caribbean and Asia. Examples include the application of migrant fund transfers in Guatemala for social housing projects, the contribution of Haitian diasporas to the development process, and the consideration given to ways of improving facilities for the transfer of funds to Viet Nam.

15. The MIDA concept is clearly evolving; its successes and difficulties are well known and are regularly assessed, both internally and externally. Once the start-up scepticism has passed, the results are undeniable: this innovating concept challenges all those intent on strengthening the capacities of countries of origin to combat poverty and ignorance and to impact the methods of political and economic governance of southern countries.

16. One may then have reason to wonder at the avoidance strategies and internal obstacles which have so often been observed, even though all IOM's technical departments are currently implementing one or more MIDA features in their regular projects.

17. This dilatory attitude is all the more surprising in that the legitimacy of the programme is clearly demonstrated by the support of the beneficiary States, which have expressed their views in this very venue on many occasions. I would like to confirm here that our strategy rests on the wish to help our Member countries to manage their relations with their migrants better and, in the longer term, to convince the latter to stay in their countries of origin.

18. I had also proposed **measures likely to guarantee the durable integration of migration issues in the development policies implemented by States.**

19. With this in mind, all the contacts with regional bodies have led or will soon lead to the signing of Cooperation Agreements.

20. Recently, the Ministers of the Interior and Security of the 21 CENSAD member countries meeting in Cotonou expressed a common concern for maintaining border security and introducing a modern and reliable system of travel documents.

21. IOM's answer could be to organize a series of technical workshops, since most CENSAD member States are also Members of IOM.

22. Where CARICOM is concerned, the contacts I established on my last mission to the Caribbean have helped to strengthen links with the Secretariat and to make progress towards the definition of common priorities. These meetings are supplemented by meetings with the ambassadors of Member countries, like the one I held in Washington last September. Thanks to the combination of regional efforts and bilateral contacts, all the issues arising in countries of the region can be tackled within different but complementary frameworks.

23. **Another important focus of our work is improving the integration of migrants in host societies, by making best use in particular of the capacities of migrant women as agents of change.**

24. **Their driving role in the establishment of peaceful social relations in developed countries and in their countries of origin must be further strengthened and encouraged.**

25. One possible approach would be to start from the experience gathered with the EQUAL projects financed by the European Social Fund, for which IOM has acted as operator and coordinator of the efforts made by many partners often from civil society, as in Italy or Portugal.

26. On the basis of the lessons learned so far, we could propose a **programme which would involve labour ministries, employers' representatives and the ministries in charge of women's affairs, not forgetting the social partners, as part of an overall approach to integration** (access to employment, non-discrimination, campaigns to enhance the image of migrants, cultural guidance, action against female genital mutilation, etc.).

27. We have published several documents analysing the role of women in reconstruction and development processes, based on contributions received in the course of training sessions in the Field. We shall ensure that these publications are distributed to potential partners, so that they can study the cost-effective impact of projects of this kind, which are well suited to the requirements of a number of countries experiencing a post-crisis situation.

28. IOM is also involved in the preparation of Beijing + 10 and, in regions where this has been possible, we have taken part in regional meetings, in order to ensure that the specific problems of vulnerable migrant populations appear in the Final Declaration. It is essential in this respect to cooperate with all the institutional players (UNIFEM, DAW, INSTRAW) and I have been paying



particular attention to coordinating efforts, particularly through the Working Group on Gender Issues of which I am in charge within the Organization and which is very active in terms of study and output.

29. In order to arrive at an overall approach to the notion of integration, we need to analyse the situation that prevails in areas that have **a large number of regular migrants originating from neighbouring countries** who are attracted by the prospect of better wages: **there are very few projects aimed at integrating these migrants in developing areas**, even though the problem arises there in an acute form and may be expected to persist for the medium if not longer term.

30. A real effort must be made to help countries hosting migrants to succeed with their integration policies, because this is a problem that arises everywhere, including in western countries, whose experienced high-level personnel leave for countries which are more attractive in terms of working conditions and salaries, and who are themselves replaced by the nationals of developing countries, where material conditions are much less attractive.

31. In addition to these projects, I shall continue to be involved with the management of the Organization, because it is undergoing considerable changes and needs to be run in a more collective spirit, with greater transparency and fairness against a setting where we need to balance growth with budgetary constraints.

32. Lastly, with regard to the process of informal consultations with Member States and the Subcommittee on Budget and Finance (SCBF), I should like to repeat very briefly, without going into further detail, that we are endeavouring, with your active support, to find a lasting solution to the problem of outstanding assessed contributions, which are weighing on our possibilities of taking action at a time when we need them in order to find the best response to your legitimate expectations.

33. I hope we shall succeed in solving this question thanks to the excellent cooperation between the SCBF Bureau and the Administration, which has already led to significant progress even though much still remains to be done.

34. Lastly, the Staff Association has expressed a number of concerns, to which we have paid due attention. We shall do our best to pursue and further extend the existing dialogue, in order to facilitate the circulation of information and to come up with the best response possible. The Director of Management Coordination will play a particularly key role in this respect.

35. I hope that the Council proves an excellent opportunity for exchanges in a venue which is the ideal place to hold a comprehensive and coherent debate on migration issues.

Thank you very much.