

**NOTE CONCERNING DOCUMENT MC/2186**

At its Ninety-second Session the Council, by Resolution No. 1141 (XCII), approved the Report on its Ninetieth Session without amendment.

To save the cost of reprinting the whole report, it is requested that the attached cover page and page 46 (MC/2186/Corr.1 refers) be added to the original document MC/2186 dated 13 March 2006.

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**NINETY-SECOND SESSION**

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**REPORT ON THE  
NINETIETH SESSION OF THE COUNCIL**

Geneva

29 November to 2 December 2005

Rapporteur: Ms. R. Poitevien (Venezuela)

**MC/2186**

**Original: English  
13 March 2006**

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## DRAFT REPORT ON THE NINETIETH SESSION OF THE COUNCIL

### INTRODUCTION

1. Pursuant to Resolution No. 1113 (LXXXVIII) of 3 December 2004, the Council convened for its Ninetieth Session on Tuesday, 29 November 2005, at the Palais des Nations, Geneva. The session was opened by Mr. L. A. de Alba (Mexico), the outgoing Chairperson, at 10.20 a.m. Seven meetings were held and the session ended on Friday, 2 December 2005 at 1.15 p.m.

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

2. The following Member States were represented:

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

<sup>1</sup> See List of Participants (MC/2185).

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

3. Bhutan, Burundi, China, Cuba, Ethiopia, Holy See, Indonesia, Nepal, Russian Federation, Spain and The former Yugoslav Republic of Macedonia were represented by observers.

4. The United Nations, Office of the United Nations High Commissioner for Refugees, United Nations Office for the Coordination of Humanitarian Affairs, United Nations Conference on Trade and Development, United Nations Population Fund, International Labour Organization, World Health Organization, International Bank for Reconstruction and Development, European Commission, African Union, *Organisation internationale de la Francophonie*, League of Arab States and the Organization of the Islamic Conference 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: Caritas Internationalis, International Islamic Relief Organization, Paulino Torras Domènech Foundation, World Council of Churches, *Assistance Pédagogique Internationale*, Human Rights Watch, Amnesty International, American Jewish Joint Distribution Committee (JDC) – Center for International Migration and Integration (CIMI) and Islamic Relief<sup>3</sup>.

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

6. The Chairperson reflected on the efforts made in the past year to enhance international cooperation in the area of migration. He singled out important events, past and future, in the migration arena and encouraged the international community to foster frank and open discussion of how to deal with migration and IOM's role. The Organization could make a valuable contribution to and help shape a holistic response to migration issues. He urged the Administration and Member States to explore new avenues for conducting the work of IOM.

#### **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.

#### **ELECTION OF OFFICERS**

8. The Council elected the following officers:

Chairperson:	Mr. M. Khan (Pakistan)
First Vice-Chairperson:	Mr. J. U. Ayalogu (Nigeria)
Second Vice-Chairperson:	Mrs. M. Whelan (Ireland)
Rapporteur:	Ms. Raquel Poitevien (Venezuela)

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<sup>3</sup> See paragraph 16.

9. Assuming the Chair, Mr. Khan thanked Mr. de Alba for his able leadership and the valuable contributions he had made to the Council's deliberations during his term of office. He urged Members to give priority to migration in the areas of decision-making, resource allocation and economic planning and appealed to IOM to create a new international synergy to develop and implement migration policies.

#### **ADOPTION OF THE AGENDA**

10. The Council adopted the agenda as set out in document MC/2171/Rev.2.

#### **ADMISSION OF NEW MEMBERS AND OBSERVER**

##### **(a) Applications by the Republic of Cameroon, the Republic of Ghana, the Republic of Belarus and the Togolese Republic for membership of the Organization**

11. The Council adopted by acclamation Resolutions Nos. 1121, 1122, 1123 and 1124 (XC) admitting the Republic of Cameroon, the Republic of Ghana, the Republic of Belarus and the Togolese Republic respectively as Members of IOM.

12. The representative of the Republic of Cameroon said that IOM was universally respected and acclaimed as the leading organization for migration. His country was therefore honoured to become a member of such a distinguished body. He thanked the Director General and the Deputy Director General for their untiring efforts in facilitating Cameroon's admission. Even before joining IOM, Cameroon had benefited from the Organization's assistance through several programmes, notably Migration for Development in Africa (MIDA-Cameroon). He looked forward to further cooperation in the areas of migration management and capacity building.

13. After thanking IOM and its Member States for accepting his country's application, the representative of Ghana said that as both a sending and receiving country, Ghana had a vested interest in migration issues, which it considered central to its development. He looked forward to closer interaction with the Organization and expressed the hope that his country could help shape the global discussions on migration.

14. After expressing appreciation for the admission of his country to the Organization, the representative of the Republic of Belarus said that it was a milestone to move from observer status to full-fledged membership. His country had implemented several projects aimed at enhancing national migration legislation, creating a data-sharing network and returning irregular immigrants. The Workshop on Migration and Biometrics held in August 2005 for the countries of the Commonwealth of Independent States (CIS) had been a significant starting point. He expressed his country's willingness to cooperate with IOM and its Member States in all migration-related areas and called for an international body to deal with the problem of human trafficking, suggesting that the Geneva Migration Group (GMG) could play an important role in that field.



15. The representative of the Togolese Republic expressed his gratitude to the Director General and the Deputy Director General for his country's admission to the Organization. Even before joining IOM, Togo had benefited from IOM assistance through its affiliation with other international or regional organizations such as the African Union and the Economic Community of West African States (ECOWAS). His country had been plunged into socio-political crises involving displaced persons within and outside its borders. It had also received displaced populations from other countries. He thanked IOM for its assistance in a time of need and looked forward to joining the IOM family.

**(b) Application by Islamic Relief for observership**

16. Islamic Relief was granted observer status at meetings of the Council, in accordance with the terms of Resolution No. 1125 (XC).

17. The representative of Islamic Relief thanked the Council for granting his organization observer status and gave a brief overview of its work in the field of migration.

18. The Chairperson welcomed the new Members and observer.

19. The Director General welcomed the new Members, saying that he was sure that their contributions would enhance cooperation and make IOM stronger and better able to serve the needs of the entire membership. He also welcomed the new observer, whose work he had recently witnessed in earthquake-stricken Pakistan.

**SPECIAL PANEL: LAUNCHING THE IOM BUSINESS ADVISORY BOARD**

20. The Director General informed the Council that the new, 14-member Business Advisory Board had met for the first time on 28 November 2005 in Geneva. At its meeting, the Board had discussed how the private sector could help reinforce the efforts of governments and civil society to deal with the migration phenomenon, focusing on labour migration in all its forms, integration, trafficking and smuggling. The Board had agreed that it would act as a sounding board to enhance understanding of private sector approaches, attitudes and policies towards migration, and as a vehicle to influence the rapidly expanding public debate on migration themes. In the years to come, the Board was certain to have a positive impact on the climate in which migration issues were debated.

21. The Board's first discussion had illustrated the complexity and interconnectivity of migration management. The topics covered had included the negative and positive aspects of an immigration model like that of the United States of America, issues of smuggling and trafficking and how to winnow out of the system the abuses committed by unscrupulous brokers, middlemen and businessmen, internal migration in countries such as China, the technological applications used to establish identity and monitor movement, and the point of view of a country such as Japan, which had long considered itself closed to migrants but was coming to the conclusion that demographic and economic considerations would oblige it to deal with migration as a necessity.

22. Five members of the Board presented some of the highlights of the Board's discussions. Mr. John Conroy (Chair, Baker and McKenzie) said that the Board had expressed a clear commitment to providing private sector support for IOM's overall goal of managing migration policies and issues for the benefit of both developing and developed countries. Mr. Shafik Gabr (Chairman and CEO, Artoc Group) believed that migration matters, especially those relating to human trafficking, were the responsibility not only of governments and NGOs but also of business. Although the specific problems varied from one region of the world to another, there was a common ground on which governments, NGOs and businesses had to work together. Mr. J. P. Huang (Chairman, JPI Group) pointed out that migration within China had made a substantial contribution to the country's economic development; the Chinese Government laid great emphasis on the care of migrant workers. Mr. Carlos Moreira (Chairman, WISEKey SA) spoke about the gradual introduction of biometric digital identification and its importance in respect of migrants, many of whom had no identification. Lastly, Mr. Kiyooki Shimagami, representing Mr. Tadashi Okamura (Chairman, Toshiba Corporation), stressed the importance of consistent policy-making for migrants among international organizations and of information-sharing between central and local governments. In that respect, there would be further close communication and cooperation between IOM and the Japanese Government.

23. Several delegations welcomed the establishment of the Business Advisory Board, which they felt would help build synergies in capacity building and economic development.

24. In reply to questions from two delegations as to whether the Board already had a work plan for the medium term and how the Member States would be kept informed about the Board's work, the Director General replied that a detailed work plan would be drawn up in the coming months via e-mail. For the time being, the Board had agreed that its members would produce a series of short articles for publication in newspapers in different regions of the world. The members would thus help focus the debate and shape public opinion. The Board had also agreed to meet more than once a year.

25. Mr. Gabr, recalling that the Business Advisory Board was a non-executive body whose role was to provide advice, added that one of its key tasks would be to heighten awareness of migration issues in the corporate world. Although migration was a sensitive political issue, demographics and the mismatch between labour needs and qualifications meant that it was becoming an incontrovertible fact of economic life. He had therefore suggested that the Board next convene in Egypt in May, just before the meeting of the World Economic Forum in Sharm-el-Sheikh, and that it consider producing a communiqué addressed to both political and business leaders. In the Middle East specifically, the Board could work with governments to ensure that legislation was enacted to combat trafficking and related corruption.

26. Mr. Conroy said that the Board was in the process of drafting its terms of reference and that these would be distributed to the IOM membership once they had been finalized. The Director General added that the notes on the Board's first meeting would be written up and circulated, along with a complete list of its members.

27. Two Member States referred to partnership between governments and the business community. One suggested that government representatives might participate as *ad hoc* members on the Board. The other referred to the Puebla Process and its Regional Conference on Migration,

which in 2006 planned to hold an event bringing together representatives of the governments, associations of migrants and private sectors of the 11 participating countries. The aim was to move beyond the traditional approach to migration in the region and to launch a tripartite dialogue on projects that also encompassed free trade agreements, job creation, supply and demand, capacity and technology. Private-sector involvement in migration issues also had to focus on growth and development, technology transfers and investment, so that business-oriented migrants' associations such as country-of-origin chambers of commerce established in host countries could act as engines of development.

28. One delegate, recalling that one of the principal recommendations of the Report of the Global Commission on International Migration (GCIM) related to the formulation of policies to maximize the developmental impact of return and circular migration, suggested that the private sector, specifically the Business Advisory Board, could provide government bodies with valuable input for the definition of needs and hence of the forms such policies would take. Mr. Gabr agreed that the business community could work with governments in countries of origin and destination to ensure that what he termed "employment term engagements" did not become immigration problems; Mr. Shimagami added that illegal overstays had to be minimized.

29. The representative of Indonesia proposed that companies like Toshiba set up joint government/private sector vocational training programmes to promote the flow of skilled labour between countries. Mr. Shimagami replied that the matter would be considered in the context of the negotiations on the Japan-Indonesia economic partnership agreement.

30. The observer for China expressed satisfaction at the presence on the Board of a representative of the Chinese business community. In China, internal migration had provided momentum but also challenges for sustainable development. The Government recognized that this was an important and complex issue and was making every effort to address it, including through international cooperation. Mr. Huang said he would strive to represent the perspective of the Chinese business community on the Board.

31. The Director General concluded by pointing out that one of the themes for the International Dialogue on Migration in 2006 would be partnerships in migration involving business and civil society. This would provide Member States with a further opportunity to take advantage of the expertise represented on the Business Advisory Board.

## **INTERNATIONAL DIALOGUE ON MIGRATION – TOWARDS POLICY COHERENCE ON MIGRATION**

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

32. The Director of Migration Policy, Research and Communications (MPRC) gave a presentation based on the background document (MC/INF/279). The title, "Towards Policy Coherence on Migration", contained two seemingly contradictory terms: "migration" and "coherence". Migration was considered to be a multi-faceted phenomenon incorporating various perspectives and stakeholders and leading to rapid, unpredictable change; coherence, for its part, implied focus, unity of vision and predictability. The paradox between the two was indeed inherent to the complexity of migration.

33. The title raised two essential questions: Was policy coherence in the field of international migration desirable? Was it feasible? The answer to both was yes. There was a need for policy coherence and it was an attainable goal. The aim was to maximize gains and minimize costs so that clearly defined policy could bring order to the chaotic and disruptive nature of migration.

34. Shortcomings existed at both the national and international levels. Nationally, migration issues were dealt with by several ministries; internationally, there was no legally binding instrument. Bridges had to be built between migration policy and other related policy areas such as development, the environment, security, trade, employment and health. Indeed, it was difficult to address issues in isolation since they were all interrelated. Inclusive policies were needed in order to find areas of common interest and mutual benefit.

35. At the multilateral level, consultative processes between countries of origin and destination were very useful. Examples were the International Dialogue on Migration and the Berne Initiative. The latter had led to the preparation of the International Agenda for Migration Management, which, although a non-binding international reference system, could provide a valuable basis for future inter-State cooperation.

36. At the stakeholder level, it was important to identify linkages, build trust, develop partnerships and encourage ownership of those partnerships. With that in mind, IOM had decided to launch the Business Advisory Board representing a broad cross-section of business interests. IOM valued its interaction with civil society and looked forward to deeper involvement of non-governmental organizations in migration policy development.

37. Policy coherence was particularly important to migration management because of the close connection between migration and other policy fields. The GCIM's recently published report underscored the need to strengthen coherence in the work of international agencies. In addition, the United Nations High-Level Dialogue on International Migration and Development, which was to take place in 2006, was intended to explore policy coherence on migration at the international level. The international attention currently focused on migration provided a unique window of opportunity for moving forward.

38. Several speakers thanked the Director of MPRC for his stimulating and clear presentation. Coherent policies constituted the most viable path to benefits for all stakeholders in the migration process. Without coherence, the abuses that plagued migration – people smuggling, trafficking and security and human rights risks – were much more likely to emerge.

39. The Council debated three issues in connection with the presentation. The first concerned sovereignty, and was two-pronged: the extent to which State sovereignty impeded coherence, and the internal challenge to developing countries, especially those in post-conflict situations, of dealing with an issue – migration – that was the remit of various ministries (Foreign Affairs, Trade, the Interior).

40. In connection with State sovereignty, the Director of MPRC believed that in the foreseeable future States would want to keep control of who entered their territory. Sovereignty in that area had become even more important as other barriers had been brought down by globalization. This should not, however, act as an impediment to coherence, as there was growing recognition among all governments that they needed to cooperate if they wanted to retain policy control over migration.

41. In terms of the internal challenge of achieving policy coherence, migration was not the first field in which such a challenge had arisen. Coherence had been achieved in the past ten or twenty years in other areas such as the environment, which had gone from being a specific sector of interest to a cross-cutting concern affecting social, political and economic decisions.

42. In this respect, the delegate of Australia said that his country had a sound institutional basis for a coherent migration policy because for 60 years it had had a planned migration policy with one agency in charge of permanent and temporary migration, humanitarian migration, border control, integration and citizenship policies. The devices Australia had used to develop that policy included detailed research and statistics on the demographic, economic and fiscal impact of migration, and intense consultations with all stakeholders. Within the region, some countries had coherent migration policies, while others lacked the resources and institutions needed to develop such policies. He wondered where such countries should start and what their priorities should be. The Director of MPRC suggested that every State should start by conducting an “audit” of its migration situation, on the basis of which it would establish its priorities. Indeed, while the need for coherence was general, specific priorities were likely to vary from government to government. Once those priorities had been established, the process of institutional capacity building would follow naturally.

43. The second issue considered by the Council was the difficulty in fostering synergy at the international level. The Director of MPRC pointed out that there were strong indications that States were increasingly coming to view migration as a source not of polarization between North and South or between countries of origin and countries of destination, but rather of enormous opportunities, provided a common agenda was agreed.

44. In this respect, one representative asked whether it would not be possible to group issues such as employment, health, housing and the environment under one heading - human rights - and topics such as migration policy, border control and terrorism under another - security and development - so as to include businesses and other major stakeholders.

45. The Director of MPRC replied that this possibility was being examined in the context of the International Dialogue on Migration, which had launched a series of intersessional workshops on migration to foster discussion of migration policy between specialists from different fields, including migration, development, security, human rights. The process of regional consultations had also been expanded to include specialists from fields other than migration.

46. The third point raised concerned the time frame and outcome of the exercise on coherence. In this respect, the Director of MPRC was heartened to see that the Member States acknowledged the need to move forward on the issue. The pace at which they did so would be up to them.

**(b) Towards Policy Coherence on Migration – High-level plenary presentations and discussion**

47. The panellists were Mr. Fahmi Idris, Mr. Guiseppe Drago, Mr. Danny Leipziger, Mr. José Antonio Ocampo and Mr. G. T. Ndah-Sekou, and the discussant was Mr. Philip Bowring.

48. Mr. Idris (Minister of Manpower and Transmigration, Republic of Indonesia) said that his country represented many ethnic groups and cultures. It had a labour force of 105 million people, with 2.5 million people entering the job market every year. Total unemployment stood at over ten per cent.

49. In that light, migration posed many problems and challenges. Inter-institutional coordination was inadequate. The Indonesian Government's endeavours to improve the situation included the establishment of coordinated services for migrants under "One Roof" and of an institution that would focus on migration issues. Training was essential to fill the gaps in migrants' education, experience and skills. Other obstacles to migration included market protection by receiving countries, substandard wages, limited social security and poor occupational safety and health conditions.

50. Three strategies were being implemented to reduce unemployment: "pro-growth", promoting growth through local and international investment in Indonesia; "pro-employment", stimulating development through job creation and infrastructure projects, agriculture and overseas employment; and "pro-poor", alleviating poverty. The Government focused on internal policy coherence by developing transmigration programmes, resettling victims of natural disasters and creating jobs for them (for example, in conjunction with the International Labour Organization (ILO) in Aceh), building shelters for displaced people (as with IOM in Aceh), rehabilitating and reconstructing disaster areas and implementing poverty mitigation measures.

51. With regard to migration policy coherence, the Government had adopted legislation on the overseas placement and protection of Indonesian migrant workers and enacted a presidential decree on the coordination of placement and protection services. Other measures included capacity building for people interested in working abroad, vocational training, agreements with receiving countries such as those in the Asia-Pacific region and the Gulf Cooperation Council (GCC), in order to promote coordination between Member States in all fields and thus achieve unity, and encouraging the use of remittances to set up small businesses. The problems created by migration could be tackled by promoting laws, regulations and agreements between countries. Other important needs were: policy coordination among related bodies, migrant training programmes, understanding the receiving country's culture and improving migrants' trust, enthusiasm and skills. To achieve optimum policy coherence, it would be necessary to develop effective, mutual understanding among sending and receiving countries and establish a mechanism enabling those countries to meet regularly at events such as the Ministerial Consultations on Overseas Employment and Contractual Labour for Countries of Origin in Asia, which took place in Bali in September 2005 (see paragraph 96). In addition, officials should be appointed to deal with technical matters, conduct forums for sending and receiving countries and enforce laws and regulations.

52. Mr. Drago (Under-Secretary of State at the Ministry of Foreign Affairs, Italy) said that coherence should be the basis of all reasoning in migration management and was essential to ensure migrants' welfare. The Government had enacted a new law on migration policy to permit foreigners to enter and stay in Italy, provided that they had a job. The aim was to integrate foreign nationals into the labour market and Italian society. Employment was thus the central focus of the Italian immigration system, which needed to control illegal migration more efficiently and counter the accompanying exploitation and crime. There was also a need to ensure that legal channels

were open for migrants who met labour market demands, in order to provide them with the best possible conditions of reception and integration. A balance had to be struck between measures aimed at curbing illegal migration and those aimed at facilitating migration through adequate regulations, ensuring that the two approaches were complementary.

53. In just 20 years Italy had gone from being a sending to a receiving country. At present there were some 2.8 million foreigners living on Italian soil, i.e. 4.8 per cent of the population. It was the fourth-ranking European country in terms of numbers of migrants. The Government advocated equal opportunities and family reunification to provide stability among migrants and foster integration. Local governments were responsible for providing the migrants with assistance, health care, education and lodgings. Local government offices had set up territorial migration councils to assess migrants' needs and promote measures at the local level.

54. Regardless of internal migration policies, it was necessary to strengthen cooperation between all stakeholders involved in the migratory flow at the international level. Better coordination among countries of origin and of destination was essential. It would be worthwhile to devise development policy initiatives for countries of origin and reception and integration policies for countries of destination. Receiving countries should take part in initiatives leading to co-development in countries of origin. The Italian Labour Ministry and the Ministry of Education had been involved in vocational training programmes in countries of origin so that the people there could join host country labour markets and develop skills that could spur the development process in the country of origin as well.

55. Remittances played a significant role as a major source of financing and a gross domestic product (GDP) growth factor in countries of origin. Officially recorded remittances sent from Italy had amounted to 2 billion euros in 2004, but actual flows could be twice as high. Italy has worked to ensure that the development effect of remittances was maximized. It was necessary to step up cooperation between countries. The European Union (EU) could play a crucial role in that respect. At present, however, the EU was paying more attention to migration from Eastern Europe than from the Mediterranean Basin. In conclusion, it would be necessary to adopt a more responsible approach to tackling migration problems.

56. Mr. Leipziger (World Bank) said that the World Bank, a comparatively new player in the migration field, had initially focused on the economic aspect of migration but was gradually extending its interest to all aspects of migration that affected development, growth and poverty. In fact, the World Bank publication, *Global Economic Prospects 2006*, was dedicated to the subject of migration, pertinent research was being carried out and cooperation with IOM was being strengthened. Remittances provided measurable evidence of the potential benefits of migration for migrants and their families, hence the Bank's efforts to adopt a broader perspective on the matter. Movements of people could produce benefits that rivalled those from the sale of goods and services and also have positive implications for local labour markets in the receiving countries.

57. Since migration was a natural phenomenon, efforts to stem it would probably fail, particularly since demographic and economic trends in certain countries would encourage it. The challenge was therefore how to deal with migration and make the most of it in the developmental sense. A coherent migration policy was sorely needed and entailed: sound data and analysis as the basis for policy-makers' decisions; country policies that drew connections between migration and

other policy areas such as trade, labour and social welfare; and bilateral and multilateral cooperation in order to guide the policies. The importance of data was shown by the fact that, for 28 countries in the world, remittances were larger than their single most important commodity export. Reliable estimates showed that recorded remittances in 2005 might amount to USD 167 billion, double the amount of five years previously and two and a half times official development assistance. It was possible, moreover, that actual remittances were 50 per cent higher than reported levels. Furthermore, income from remittances was important for poverty reduction, and could help to cushion various adverse factors and events in the countries of origin and act as a safety valve for under-employment. Returning workers could also bring with them valuable business skills and new technologies.

58. In the developed countries, in North America and Europe in particular, populations were ageing; between 1990 and 2000, 56 per cent of population growth there had been due to the inflow of people. By 2025, some 20 million jobs would need to be filled. Migration could supply much of the needed labour force, along with the necessary flexibility and responsiveness, and could improve international competitiveness in the receiving country. In that context, temporary mobility offered distinct advantages since it entailed greater economic flexibility and less long-term social and economic pressure.

59. Of course, migration also had negative implications such as brain drain from countries of origin and brain waste in receiving countries, where migrants performed work that was often far beneath their skills and capacities.

60. The question that arose was how policy-makers could enhance the gains and manage the implications of migration. World Bank findings showed that while migration could play a significant role in economic development, it was not a substitute for sound economic labour policies, the main drivers of success, in countries of origin. Countries experiencing a large exodus of skilled and qualified workers probably needed to enhance their governance and business climate and labour markets in order to retain those workers. There were some good practices in that regard, particularly in the Commonwealth countries. In addition, improved competition in the remittance transfer market would encourage greater flows of money. The falling cost of remittances in recent years was welcome.

61. In the longer term, multilateral approaches to labour mobility between developed and developing countries might well be rewarding: temporary movements of persons supplying services that fell under mode 4 of the General Agreement on Trade in Services (GATS) could bring large, sustained benefits. Pending negotiations on that issue, however, bilateral agreements could provide a helpful solution, provided they were well-designed and rights-based. There were examples in Asia and in the North American and Caribbean regions which could serve as models.

62. Finally, the World Bank looked upon the question of migration as one aspect of the fight against poverty and, together with IOM and a number of governments, was exploring ways of implementing temporary worker agreements. It was also working with the United Nations Statistics Department and the International Monetary Fund (IMF) on tracking remittance flows and with the Bank for International Settlements (BIS) in studying policy coordination for remittances and the payment system. The World Bank, with its particular focus, could play a useful role in trying to foster a coherent approach, with IOM, to some aspects of migration.



63. Mr. Ocampo (Under-Secretary-General of the United Nations for Economic and Social Affairs) said that the United Nations had played a key role in fostering the dialogue on migration; in particular, the 1994 International Conference on Population and Development had produced the broadest, most comprehensive internationally agreed blueprint on the matter. The United Nations was also involved in analysing the integration of migrants as part of the follow-up to the World Summit for Social Development held in Copenhagen in 1995. Moreover, the *World Economic and Social Survey 2005*, produced by the department he headed, contained an analysis of international migration issues. He looked forward to the High-Level Dialogue on International Migration and Development scheduled for 2006.

64. The starting point for coherence in policies lay in principles and he hoped that the interesting points raised in that context by the GCIM report would be the subject of broad discussion and lead to international agreement. First, a clear understanding must be reached on the positive contributions of international migration to global development. To that end, States had a responsibility to ensure that the positive aspects were understood by their citizens. Secondly, the single most important issue emphasized in the Global Commission's report was the centrality of migrants' human rights in any migration policy. Thirdly, he drew attention to the importance of taking account of diversity and the principle of respect for migrants' domestic context as the basis for social integration. Fourthly, an issue that was not covered in the Global Commission's report, but which was central to migration, was that labour markets were, and would continue to be, regulated markets with which international migration should be consistent.

65. As well as four principles, there were four key areas in migration. First, there was labour migration as it related to globalization. The benefits of labour migration would not be fully recognized if states continued to liberalize the movement of goods and capital while restricting the movement of labour. To recognize the benefits of globalization, much more emphasis was required on the role of international migration. The second point was that of coherence between migration policies and the effects of demographic transitions in terms of the supply of labour and of the sustainability of pension systems in the industrialized countries, which were undergoing a deep crisis. Migration was clearly an essential part of managing the demographic transition in industrialized countries. The third issue was the distribution of human capital worldwide. Human resource development should be viewed as an international, not a national, issue in cases where there was high mobility of skilled labour. In some cases, industrialized countries would have to help train migrants in their countries of origin. Fourthly, countries of origin were increasingly considering how migrant communities abroad could be used to further development at home. One possibility was remittances, which could actually generate problems in macro-economic management if they were too large, and another was the role of diasporas, especially in knowledge management, to support communities of origin. In fact, there was a broad range of ways in which migration could be used for development, although there was not yet any coherent approach at national level.

66. The role of international cooperation, particularly through coordination among global agencies in the field, was very important, as attested by its mention in the reports of both IOM and the Global Commission and by the convening of the Geneva Migration Group and other organizations by the United Nations Secretary General to discuss a possible mechanism for stronger cooperation.

67. On that score, it was essential that a coherent global agenda be formulated on all aspects of migration, especially those such as the relationship between migration and trade with regard to GATS mode 4, on which there had been little action so far. Furthermore, the issues of temporary migration and family reunification needed attention if significant problems were to be avoided. Overall, a piecemeal advance was probably necessary as there was greater agreement in some areas than others, but care had to be taken to avoid incoherence in the global framework for migration.

68. Mr. Ndah-Sekou, speaking on behalf of Mr. Valentin Aditi Houde (Beninese Minister for Relations with Institutions, Civil Society and Beninese Abroad), said that migration management in his country was in its infancy. The Beninese diaspora was a valuable resource. There had been a large influx of foreigners in Benin since the 1990s, working mainly as tradesmen and craftsmen. It was important to seek internal and external policy coherence to ensure that migration became a resource rather than a burden. Institutions had been established with that in mind: first, the Beninese diaspora had met in Cotonou in 1997 to set up the High Council of Beninese Abroad, whose goal was to define a policy fostering integration in host countries and to contribute significantly to development in Benin. Second, in 1999 the Government had established the Ministry for Relations with Institutions, Civil Society and Beninese Abroad; various other structures had been set up with a view to harmonizing domestic policies relating to the diaspora. The Beninese diaspora was not well organized, but it was important to fully tap that resource.

69. It was necessary to create a framework for cooperation with neighbouring countries to control legal and illegal migratory flows, in particular with Nigeria, Niger and Togo. Although agreements had been signed with those governments, more needed to be done to tackle security, health and education problems, which, if left unresolved, could lead to human trafficking, violence, drug abuse and the spread of HIV/AIDS. The Government of Benin looked forward to sharing experiences in migration with other States, increasing cooperation with neighbouring countries and benefiting from IOM's expertise and technology to facilitate the integration of Beninese migrants in their host countries and their subsequent reinsertion into the Beninese economy and society. The present Council session provided a valuable opportunity to learn more about migration policy.

70. Mr. Bowring, the discussant, said that coherence in international migration policy could not be achieved without expanding IOM membership to include major countries of origin such as India and China and countries of destination such as Malaysia and Singapore. It was essential to make a clear distinction between different types of migration, whether permanent, temporary or illegal. Australia had a well-defined permanent migration policy, with little temporary or illegal migration. The United States of America had a formal policy of permanent migration and many informal permanent migrants. Formal temporary migration prevailed in Singapore and the Middle Eastern countries. Myanmar and Thailand were bastions of informal migration, and Indonesia and Malaysia were countries where formal and informal migration existed side by side.

71. Referring to Mr. Idris' comments on internal migration, he said that the Council had to clarify to what extent it wished to develop the issue, as the parameters of internal migration differed substantially from those of international migration. Internal migration was part of the urbanization process under way in developing countries such as India and China. He asked Mr. Idris to elaborate on the measures, if any, that had been taken by the Indonesian Government

to improve migrants' working conditions. In Singapore, for example, foreign domestic workers, mainly Indonesians, were paid 15 per cent of the median wage, were exempt from the Employment Act and had little or no rights. Mr. Idris had chaired the Ministerial Consultations on Overseas Employment and Contractual Labour for Countries of Origin in Asia in Bali in September 2005 (see paragraph 96). How effective were such regional meetings? Were participating governments prepared to tackle issues such as the maltreatment of migrants? Was regional cooperation being exploited to the fullest? The Government of Indonesia, for example, could learn a great deal from the Philippines' experience in institutional migration development.

72. Commenting on Mr. Drago's presentation, he wondered how labour requirements in Italy were defined. In Australia a basic target was set annually. How successful was the Italian Government's new policy in stemming the flow of irregular migrants for whom there was a need in the labour market? With regard to labour demand, it would be worthwhile to establish to what extent the origin of migrants was determined by governmental policy guidelines that called cultural differences into play. The November 2005 summit of the Euro-Mediterranean Partnership, an extension of the Barcelona Process launched in 1995 to foster dialogue between EU Member States and countries on the southern and eastern shores of the Mediterranean, had made no progress on a number of migration issues, in particular that of irregular migrants from Africa.

73. With regard to Mr. Leipziger's presentation, he wondered whether there had been undue focus on migration's role in development and the need to address the issue in the receiving countries because they determined the number of migrants to be admitted to their countries. He asked Mr. Leipziger to explain why temporary migration was more valuable than permanent migration: although the former could resolve some temporary labour problems, it did not tackle effectively the underlying demographic problems in the developed countries that had led to temporary migration in the first place. Were the wage differentials commonly applied in South-East Asia desirable? The United Nations would be a good forum to discuss the social impact in developed countries of relying on temporary cheap labour. It would be interesting to have further information on the Commonwealth policy to prevent the loss of skilled labour and how it could be applied in other parts of the world.

74. Responding to Mr. Ocampo, he doubted whether labour could ever move as easily as capital or goods because there was a constant need to regulate the labour market. The cultural acceptability of high levels of labour migration, in particular permanent migration, was also an important point to be considered. Although the positive impact of the diaspora had been examined, it would be interesting to discuss its negative impact as well. Remittances could delay social change in some countries by maintaining an existing state of affairs. In the Philippines, for example, the existing political and social conditions persisted without impetus for change simply because 20 per cent of the country's GDP came from migrant labour.

75. The Director General said that internal migration was indeed a legitimate topic of discussion and a potential IOM programme activity, depending on the wishes of Member States. The Chinese delegation had asked IOM to focus on the issue. There were many parallels with international migration: the motivation, i.e. the quest for better opportunities, and problems posed by integration were the same. Furthermore, the impact of internal migration on cities was similar to

the impact of migrants on cities in a foreign country, with accompanying housing, health and education problems. Internal migration was in some measure a first step towards international migration. Internal migrants lost their roots, became increasingly mobile and, as they built up their savings, would begin contemplating the possibility of seeking employment in a richer society abroad.

76. The delegate of Switzerland said that processes such as the Berne Initiative, the Global Commission on International Migration and IOM's International Dialogue on Migration had been launched to handle migration in a global and coherent manner. IOM was to be applauded in particular for its commitment to the Berne Initiative's *International Agenda for Migration Management*, which stressed the importance of coherence in migration policy. Clearly, the implementation of coherent national and international migration policies was key to effective migration policy and cooperation. It was heartening that African countries in particular had endorsed the Agenda. As a follow-up, workshops had been held, which representatives from the Swiss delegation and IOM had attended, in South Africa for members of the Migration Dialogue for Southern Africa (MIDSA) and in Nigeria for members of the Migration Dialogue for Western Africa (MIDWA).

77. The Government of Switzerland had from the outset lent its firm support to the Global Commission, whose report would be instrumental in promoting new migration policies at both the national and international levels. One of the report's principles for action was strengthened cooperation between States and international organizations and greater coherence within governments to achieve a policy that was beneficial to all States and migrants. However, inter-State cooperation at the regional, inter-regional and global levels could not succeed without inter-ministerial cooperation at the national level. Therefore, the Swiss Government, in addition to lending its support to regional and international migration policy initiatives such as the United Nations High-Level Dialogue on International Migration and Development in September 2006, had set up inter-departmental working groups to tackle specific problems and develop a sound strategy, thereby fostering an atmosphere conducive to migration policy coherence. The working groups had facilitated discussion of two sensitive issues, integration and the return of irregular migrants. All States had the responsibility to address the migration issue in a coherent, effective manner at all levels.

78. The Chairperson said that Mr. Drago's emphasis on better coordination between countries of origin and destination was particularly useful. No country had a permanent status as a sending or receiving country because situations changed. At one time Italy had been sending a large number of migrants abroad; it was now a receiving country. Capacity building and training, and making labour markets more efficient, competitive and rule-based, were other main points. In addition, regional organizations like the EU and the Association of South-East Asian Nations (ASEAN) could play a key role in directing policies on migration and adding coherence in a bid to make them more predictable, effective and productive.

79. In response to Mr. Bowring's query about the calculation of labour needs in Italy, Mr. Drago said that the Italian Government had engaged in a permanent dialogue with countries of origin and of transit. Each year a decree was established to fix quotas for incoming migrants on the basis of market needs, requests from Italian employers and cooperation of countries of origin in the fight against illegal migration. Over and above those quotas, there were reserved quotas for those

countries that had cooperated in a particular way, for example, by signing readmission agreements with the Italian Government. Since the new decree had gone into effect, migratory flows in Italy had remained stable and some migrants' conditions had improved. According to the Milan Chamber of Commerce, 140,000 small businesses had been established by migrants in 2003, exceeding the number of Italian-owned companies formed in the same year. By rationalizing and setting rules, an emergency situation could be turned into an opportunity.

80. Unfortunately, the November 2005 Euro-Mediterranean Partnership summit had been a failure, owing to inadequate global policies. The Mediterranean countries should be part of the EU's global policy. The 5+5 Initiative, aimed at developing cooperation, inter alia on immigration, between Spain, France, Italy, Portugal and Malta, on the one hand, and Algeria, Libya, Morocco, Tunisia and Mauritania, on the other, could be an important determinant for the problems they had to tackle together.

81. The delegate of Sweden considered that good results from policies on migration depended on cooperation and coordination, as had been underlined by speakers from all regions of the world during the GCIM regional consultations. According to the Global Commission's report, improved coherence was needed in order to reap the benefits of migration. The momentum created by various international meetings and bodies should be raised to international level and she therefore looked forward to innovative discussions based on input from various stakeholders at the forthcoming United Nations High-Level Dialogue. She agreed with the IOM conclusion that policy coherence on migration required not only better coordination but also the identification of synergy between policy areas, to enhance the common gains. Methods had to be developed and instruments found to build capacity, competence and trust among all stakeholders at all levels. At global level, that was a gigantic but unavoidable task, and she wondered what methods could be developed for better identifying the synergetic effects between different policy areas, especially on the global level.

82. The delegate of the United States of America subscribed to the view that policy coherence was needed within governments in order to ensure effective migration policy formulation and implementation. IOM could be particularly useful in helping States to build their capacity to manage migration. In fact, before coherent policies were developed at international level, it might be informative for States facing similar challenges to exchange ideas on best practices. Policy coherence at international level, however, implied a normative framework which was problematic – she did not think it was appropriate to consider any such institutional architecture at present and asked the panellists for their reaction to that view.

83. The delegate of Pakistan expressed the opposite view: the current situation in which multiple international instruments addressed migration issues in a fragmented, piecemeal manner was untenable. Coherence at the international level was required to ensure that migration was consistent with demand factors in the developed countries and that administrative measures were predictable and transparent. The lack of coherent policies and measures, and the often contradictory nature of international agreements, meant that economic migration continued, but through illegal channels, condemning migrants to difficult and dangerous lives. There was a need to address the economic aspects of cross-border migration and the question of remittances, and she

solicited the panel's views on having a comprehensive, international, legal instrument on all aspects of migration instead of the current fragmented, piecemeal approach.

84. The delegate of China said that his country was currently experiencing unprecedented internal migration, in terms of numbers of people involved and the regions covered. It had all the features of international migration except passport control. On the positive side, the trickle-down effect was clear, with modern ideas moving from the developed to the under-developed regions, and the income and development gap between various regions in China being bridged. On the negative side, however, all the problems of international migration had been experienced, such as overcrowding in cities, increasing unemployment and crime rates, and environmental degradation. China, as an observer of the Organization, worked closely with IOM in order to draw on its experience and expertise and had organized, in cooperation with it, a regional conference on Migration and Development in Asia in March 2005.

85. The delegate of Canada, after commenting that Mr. Bowring had drawn attention to the fact that much migration today was from South to South, asked Mr. Leipziger whether the World Bank was looking at internal migration as a tool to foster economic development or solely from a remittances perspective. Regarding Mr. Ocampo's comments, he endorsed the four central issues mentioned. He agreed that migration had to be considered from the economic impact perspective but suggested that it must also be viewed globally with respect to remittances and in the developed world. Furthermore, Canada would certainly endorse the centrality of migrants' human rights in all countries: many countries considered only the rights of their own citizens when they were migrants in other territories. Three years previously, a Canadian delegate had stated at the IOM Council that countries with diversity would have a critical advantage in the twenty-first century because they would benefit from synergies of talent, and he endorsed that view. On the matter of labour markets, the distinction between temporary and permanent migration was a critical issue that countries needed to study thoroughly. As Mr. Bowring had mentioned, temporary migration would not solve demographic issues. In fact, the existence of a large "temporary" population which was, in reality, permanent could lead to the emergence of a social underclass.

86. Responding to comments, Mr. Ocampo said that when he referred to human rights, he meant human rights for all. On the question of mobility, the world economy was biased towards the interests of capital, and therefore full capital mobility and restricted labour mobility, which would generate unequal distribution of income. Some research had shown that the major factor in the convergence of incomes between Western Europe and the United States in the late nineteenth and early twentieth centuries was labour mobility. Labour mobility could be a much more powerful force than capital mobility or trade in equalizing world incomes, so a conscious effort had to be made to have a coherent framework. In that context, he agreed with the delegate of Canada that the issue of distinguishing permanent from temporary migration, on which the integration of migrants – with the consequent social implications – depended, had to be addressed. Indeed, a balance must be achieved between permanent and temporary migration.

87. On the question of coherence, he was totally in agreement that differing agendas might result from the loss of a common perception of the global outcome. He foresaw no possibility other than national regulation of the issue. Bilateral and regional agreements were needed and the current piecemeal approach would undoubtedly continue as a global agreement on international migration was unlikely in the near future. On the matter of synergetic effects, he considered that if human

capital continued to be extracted systematically from developing countries, then it was the responsibility of industrial countries to contribute to the development of human capital in countries of origin. A significant effort was also required to train human capital that would remain in low-income countries. That was a global issue.

88. Mr. Leipziger mentioned the bilateral arrangements in Asia between the Philippines and Hong Kong and the Philippines and Singapore. In the Commonwealth, there were some arrangements for repayment of some of the investment that countries made in training doctors and nurses. He acknowledged that migration is not the solution to problems in developed countries, but there were some benefits. It was clear that a greater effort should be made towards coherence, but that was not the World Bank's function.

89. On the very difficult issue of temporary versus permanent migration, Mr. Leipziger noted that much depended on the type of workers involved. It was relatively easy to manage migrants who came to a country to do short-term harvest work, but anything beyond that was much more difficult. As Mr. Ocampo had stated, there was no multilateral solution in the short term, so temporary arrangements were needed. Obviously, good ones were preferable to bad ones. On the question of wage differentials, the comments on internal migration were interesting because they showed that internal migration is often the result of wage differentials, when people can earn much more in urban areas than in the countryside. In that case, temporary movements were a positive occurrence when permanent migration was not possible.

90. The issue of remittances was important. It and other migration issues could be studied as data were available but, for the World Bank, the overriding consideration was that migration was a development issue, which could be positive or negative.

91. In answer to Mr. Bowring, Mr. Fahmi Idris said that his country's problems stemmed from the fact that Indonesia consisted of over 7,000 islands, with a large but unevenly distributed population. The domestic migration, or transmigration, policy had been in existence as a national policy for at least 55 years and involved moving families to sparsely populated islands, mostly from Java. In 2005, around 10,000 families had been relocated. On the question of migration to Singapore, the chief problem arose from that country's insistence that migrant workers should be at least 21 years old whereas unemployment in Indonesia mostly affected those under 20. The matter had been discussed at length by the two countries, resulting in fewer problems. With reference to the Philippines, after discussions, Indonesia had enacted new legislation and would set up an independent institution for the employment and protection of migrant workers. Negotiations had also taken place with Malaysia and the Gulf Cooperation Council (GCC) countries on the placement of migrant workers.

92. Mr. Bowring commented that countries of origin seemed to be rather more interested in the volume of migration than in the human rights of the workers involved; unless they came under pressure at home, governments often had little concern to protect their nationals abroad. In conclusion, he considered that such a vast and complex subject as international migration needed much more attention, particularly in the developed world, because it touched on so many aspects of the economy of developed countries. Its impact on developed countries was greater than on developing countries for whom the issue was important but still marginal in terms of their

development. As far as he could see, most of Europe did not have a policy, but resorted to short-term measures to address problems as they arose. Finally, because demographics were changing very rapidly, sources and demand for migrant labour would change in the near future, sometimes dramatically.

93. The delegate of Japan said that some of the measures used by the Indonesian Government to improve coherence could be shared by his country. His country's priority interest in IOM was emergency humanitarian assistance and counter-trafficking measures launched at the outset of the Indian Ocean tsunami disaster, and his government felt strong sympathy for the displaced people of Indonesia and was delighted to participate in the IOM endeavour for coherence. Policy coherence with respect to assistance to the people displaced by natural disasters also required attention in order to provide immediate, pragmatic solutions.

94. The Chairperson said that that approach was close to his heart because his country, Pakistan, after its recent devastation by earthquake, had received critical assistance from IOM in relief and rescue operations and help also during the reconstruction phase. He expressed his gratitude for that action.

**(c) The Year in Review: Presentations and discussion of selected migration developments in 2005**

95. The panellists were Mr. F. Idris, Mr. S. Guofang, Mr. P. Kariyawasam, Mr. A. Hamdi and Mr. J. Karlsson.

96. Mr. Idris (Minister of Manpower and Transmigration, Republic of Indonesia) reported on the Third Ministerial Consultations on Overseas Employment and Contractual Labour for Countries of Origin in Asia (the Bali Forum), which had taken place in Bali from 21 to 22 September 2005. The forum had been attended by ten sending and seven receiving countries in Asia, including the United Arab Emirates representing the Gulf Cooperation Council (GCC), and Italy. It had focused on issues relating to welfare services, facilitating the movement and optimizing the benefits of labour, institutional arrangements and capacity building. The forum attested to the fact that sending and receiving countries had the same concerns.

97. There had been a significant increase in the number of overseas workers from Asian countries, in the types of jobs they did, in the number of countries of destination and in the kinds of problems that arose. This called for improved management of the workers concerned and closer cooperation between the countries affected. Both sending and receiving countries stood to benefit: the former because unemployed workers would be able to obtain jobs, the latter because they would thus be able to overcome domestic shortages of labour.

98. The receiving countries were increasingly coming to appreciate the contributions migrant workers made to economic growth and development, but they were concerned about the problems faced by employers, such as inaccurate information from employment agencies in the sending countries, workers' qualifications, occupational health and safety, working conditions and the fraudulent means used by agencies to bypass the law in receiving countries. The sending countries, for their part, appreciated the significant contribution overseas employment made to the welfare of the workers and their families. They were concerned about problems such as breaches



of contract, harassment of workers, non-payment of wages, countries that retained workers beyond the contract period, legal issues and imprisonment, occupational deaths and illnesses and illegal cross-border migration.

99. Some of the other matters discussed at the forum were discrimination and the violation of basic human rights, including freedom of association and the right to collective bargaining, the recruitment process (in the past all expenses incurred in obtaining employment overseas had been borne by the employers, but the position had been reversed), and the visa and residence permit fees imposed on workers by some receiving countries. In addition, the GCC countries wished to see close cooperation with Asian countries of origin, in the form, for example, of contact persons and follow-up officers appointed by both parties.

100. The Bali Forum had made a number of recommendations: that prospective overseas workers be provided with information on employment opportunities and procedures, the risks incurred by irregular workers, and the culture and regulations in receiving countries; that a pre-departure orientation programme be developed and introduced; that contract workers, particularly women, in low-skill and low-wage sectors be ensured minimum wage levels and safe and decent conditions of employment; that an annual round-table meeting be held between the administrative bodies responsible for overseas employment in GCC countries and countries of origin in Asia; that discussions on opening overseas workers resource centres in the GCC countries and other major countries of destination be advanced; that regional cooperation be encouraged between countries of origin and destination to take advantage of legal labour opportunities and reduce irregular movement; and that the capacity of the national authorities in sending countries to assess current and projected foreign labour needs in the countries of destination be enhanced. The forum further decided to organize annual high-level official consultations between Asian countries of origin and the main destination countries in Europe and a round-table on the management of overseas workers, including the prevention of irregular flows, in South-East and East Asia.

101. In conclusion, he noted that the most important thing at present was to implement those recommendations and called on international organizations such as IOM, ILO and the United Nations Development Fund for Women (UNIFEM) to facilitate them. The Bali Forum had highlighted the importance of cooperation between sending and receiving countries and of having dialogue at ministerial level followed up by technical officers.

102. The Chairperson asked whether the Bali Forum had discussed the costs of irregular migration for sending States and whether any arrangements had been made with the receiving States to reduce the number of irregular migrants. Mr. Idris replied that reducing irregular migration required coordination and understanding on the part of both sending and receiving countries. Indonesia and Malaysia, for example, had reached such an understanding: Indonesia had established a One Roof Centre to process all the documents migrant workers needed to go to Malaysia, and Malaysia had undertaken to apply the laws governing employment of irregular workers, in a step-by-step approach to lowering the demand for irregular workers.

103. The Director General added that the consultations between Labour Ministers in Asia, which had started in 2003 in Sri Lanka, were useful and important. The Bali Forum represented a breakthrough because it was the first consultation attended by countries of destination. The words

used to describe the consultations, “consultations on overseas employment and contractual labour for countries of origin in Asia”, had been carefully chosen, and the consultations themselves provided a good forum for discussing and improving temporary labour arrangements.

104. Two questions were asked about remittances, one in connection with Recommendation 8 of the GCIM report that governments and financial institutions should make it easier and cheaper to transfer remittances and thus encourage migrants to remit through formal transfer systems, the other concerning the extent to which the Indonesian authorities regulated the non-financial institutions used to send monies and whether they used the hawala system. Mr. Idris replied that in view of the importance of remittances for Indonesia (in 2004, for example, remittances from migrant workers from Indonesia’s biggest province, East Java, had exceeded the provincial budget), government and private banks had been prompted to open branches throughout Asia and in cities in the Middle East. Indonesia had also adopted a system of non-financial institutions to collect monies from the migrant workers at their place of employment, because the workers had lost confidence in the banking system and their working hours prevented them in any case from going to the banks. The Indonesian Government obliged such institutions to transfer the monies to bank or post office accounts in Indonesia where it could be collected by the workers’ families.

105. One speaker asked whether the consultations would eventually lead to bilateral or multilateral contractual agreements on the provision of temporary workers and if so, whether such agreements would be consistent with the non-discrimination requirements of GATS mode 4. Mr. Karlsson, a panellist, further pointed out that if all the sending countries approached the receiving countries together they could hold the receiving countries to the same standards in respect of basic human rights.

106. Mr. Idris said that, in Indonesia’s experience, bilateral agreements were more fruitful than multilateral arrangements because they allowed account to be taken of the differences in each country’s system of law and institutions. Indonesia had concluded agreements with GCC countries that enabled it to know where Indonesian migrant workers were working and for how long, and how much they were being paid. If the workers encountered difficulties, the Indonesian Embassy in the country concerned could then negotiate on behalf of the Government. Such agreements were not inconsistent with GATS mode 4; in fact, Indonesia was currently negotiating a specific commitment under GATS mode 4 to send migrant workers to Japan.

107. Mr. Shen (Assistant Minister of Foreign Affairs, People’s Republic of China) began his presentation by noting that migration had become such a complex phenomenon that isolated solutions were ineffective. Countries of origin, transit and destination should strengthen cooperation in order to manage the flow of migrants effectively.

108. There was a clear parallel between the evolution of society and migration. Indeed, the normal movement of populations had served to broaden their horizons, promote social and economic development and foster cultural exchange between countries. Migration was therefore both a result and a factor of society’s development.

109. There was also a downside to the phenomenon. Problems included imperfect “normal” migration channels, difficult integration, abuse of asylum policies, and illegal migration activities

such as smuggling and trafficking in human beings. Those problems had affected normal flows and jeopardized economic development, social stability and international security.

110. The first step to properly managing migration was to identify and address the root causes of the phenomenon. The widening gap between rich and poor was at the heart of the problem. Narrowing that gap and promoting social justice would go a long way to solving it.

111. Mr. Shen emphasized that sound migration management also required concerted action by the international community. Countries of origin, transit and destination had a common responsibility to combat illegal migration and enforce effective migration policies. Developing countries would do well to present a united front, increase South-South cooperation, draw on the useful experiences of other countries and pursue their own customized development paths. IOM and other international and regional organizations had a pivotal role to play in that regard.

112. Effective migration management must entail protecting the legitimate rights and interests of migrants. It was equally important to avoid politicizing the issue. In fact, the restrictive migration policies adopted by some countries only served to increase the number of persons resorting to illegal channels. A clear distinction must be made between asylum and illegal migration. More in-depth studies should also be conducted on migration. The Global Commission's report was particularly useful in that respect.

113. China placed migration high on its national agenda and was firmly opposed to illegal migration. It was committed to combating human trafficking and smuggling and other forms of cross-border organized crime. China was a proponent of international cooperation and looked forward to working closely with IOM.

114. The Chairperson asked to what extent China valued South-South cooperation. He also wished to know if China was receiving many migrants from other developing countries and if large numbers of Chinese migrants residing and working abroad were returning to their homeland. If so, how was China dealing with the influx? He also noted the distinction between the smuggling of migrants and human trafficking.

115. One delegate noted that many studies on migration had indicated that migrants tended to come from lower middle-class or urban settings rather than from the poorest sectors of society. Was there a link in China between internal migration from rural areas to cities and the international migration of Chinese citizens?

116. Another delegate pointed out that Asia was a vibrant society of skilled and unskilled workers and wondered if it would not be more useful to adopt a common regional position on migration and hold discussions with recipient countries rather than go through the bilateral route.

117. The delegate of Mexico felt that it was crucial to make the distinction between smuggling and trafficking to avoid criminalizing migrants. Migrants were often the victims, not perpetrators, of trafficking rings and in most cases irregular migrants arrived in destination countries to work and, consequently, contributed to the development of those societies.

118. Mr. Shen replied that his government provided shelter, jobs and health-care services for migrants. The phenomenon of returning Chinese migrants was a recent one. Having acquired skills and training abroad, they returned home, registered with the local and central authorities and contributed to the economic development of the country. The number of returning migrants was not very high and the current situation was being dealt with satisfactorily. The problem of human trafficking and smuggling remained a major one and the government was searching for more effective ways of addressing the issue. He expressed the hope that cooperation with IOM and other international organizations would prove useful.

119. Mr. Shen noted that the big and rapidly developing cities in China, such as Beijing and Shanghai, attracted millions of migrant workers from the rest of the country. While the influx met the growing demand for labour, it also placed a huge burden on the cities, which had to provide migrants with shelter, education for their children, health care and other basic services. A fair number of migrants also came from other Asian countries, and a very few from Africa and Latin America. Those migrants contributed to the economic and social development of China but the issue remained a sensitive one. Regarding collaboration among countries of destination, he agreed that a common Asian position was needed and urged the countries of the region to strengthen cooperation, pointing out that the ASEAN platform already existed.

120. Mr. Hamdi (Chef de Cabinet to the Minister Delegate to the Minister of Foreign Affairs and Cooperation in Charge of Moroccans Resident Abroad, Morocco) said that as things stood, frank dialogue and a global approach were needed to tackle the multidimensional issue of migration.

121. Regarding the migration-religion interplay, he noted that since 11 September 2001 migration had tended to be linked to terrorism and cross-border crime. The dramatic events that had shaken the world since then had served to fuel xenophobia, intolerance and racial discrimination, which had reached alarming proportions, particularly in Europe. Indeed, they had led to tighter controls and tougher security measures, thereby distracting from the genuine socio-economic factors and root causes of the problem.

122. In spite of those measures, migration would continue to exist and should be viewed as a positive and enriching social phenomenon. Indeed the richness of cultures and civilizations had always been gauged by their ability to attract people and foster cultural and economic exchanges.

123. Religion was but one dimension of migration and it had long been neglected. Migrants had always brought with them their values and religious traditions and religion played a major role in their integration. Governments of receiving and sending countries should pay particular attention to the interplay between religion, migration and the economic, political and social environments. Efforts should be made to discard stereotypes that perceived religion as an obstacle to integration.

124. The cultural diversity brought about by migration should benefit both sending and receiving countries in a context of religious tolerance and mutual respect. In that spirit, Morocco and IOM were jointly organizing an international conference, Migration and Religion in a Globalized World, which would take place in Rabat in early December. Participants would be invited to discuss the role of religion in migration, the role of the media in the migration-religion interplay and partnerships for successful integration.

125. The representative of Ghana said that receiving countries were in the main sincerely willing to pursue policies of integration, but wondered what they should do about groups that refused to integrate culturally into the host country. Mr. Hamdi replied that the Rabat conference would bring together government representatives, researchers and representatives of civil society to discuss the matter.

126. Mr. Kariyawasam (Chairman of the United Nations Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families) said that IOM's decision to discuss policy coherence on migration was timely since the issue was receiving greater international attention. It was his strong belief that the human rights of migrant workers must also receive greater attention since migrants were human beings, not commodities. He therefore welcomed the opportunity to participate in the meeting, as IOM's role needed to be enhanced and broad-based.

127. There were almost 200 million international migrants today, more than double the number recorded 25 years ago. That could be explained by the process of globalization, which had transformed States, economies and cultures in all regions, making the world an increasingly integrated and inter-dependent community. New opportunities were being created all the time for people in different parts of the world. Nevertheless, the impact of globalization had been uneven and growing disparities in living conditions both within and between countries were becoming apparent. No doubt that had contributed to an increase in the scale of international migration.

128. The debate on how best to manage migration for it to be of benefit to countries of the North and of the South had become so important for the international community that the issue would be discussed in 2006 at the United Nations High-Level Dialogue on International Migration and Development. In the Outcome Document of the 2005 World Summit, world leaders had agreed unanimously that there was an important nexus between international migration and development and on the need to deal with the challenges and opportunities that migration presented to countries of origin, destination and transit. They had also reaffirmed their resolve to take measures to ensure respect for and protection of the human rights of migrants, migrant workers and members of their families. That important assertion, specifically recognizing the need to address the human rights of migrant workers, must weigh in the evolution of policy on international migration.

129. Concerns about individual rights and fundamental freedoms had increased recently. Since the end of the Second World War, the United Nations had taken the lead in the establishment of a series of international treaties and conventions codifying human rights norms and standards with a view to recognizing the inherent dignity and the equal and inalienable rights of all members of the human family. The scope of many of the agreements included the rights of migrants. The International Convention on the Protection of All Migrant Workers and Members of Their Families was the most comprehensive international treaty dealing with rights of migrant workers and was also the latest of the seven "core" United Nations human rights treaties. Most of the rights set forth in the six other "core" treaties also applied to non-citizens and thus provided basic protection for migrant workers and members of their families against discrimination and other violations of their fundamental human rights. However, the Convention on Migrant Workers brought coherence to the issue by protecting the human rights of migrant workers at all stages of the migration process.

130. The Convention facilitated the protection of certain rights that were of special relevance to migrants and aimed at assisting governments in developing strategies to prevent illegal migration movements as well as promoting sound, equitable, humane and lawful conditions of international migration. It was therefore extremely relevant as guidance to States. Like other treaty bodies, the Committee on Migrant Workers would develop standards on specific issues through the application of the general norms and provisions of the Convention to specific cases. The timely presentation of reports by States parties under the Convention would give the Committee the opportunity to assist them in the implementation of the Convention in specific situations. In that regard, IOM could work closely with interested governments and the Committee on Migrant Workers in providing policy advice and capacity building to ensure a more humane migratory process for migrant workers.

131. Despite the intrinsically progressive nature of the Convention, ratification remained far below expectations. Parties to the Convention were still predominately labour-exporting States and, unfortunately, to date, none of the major labour-receiving States in the Western hemisphere had acceded to it. There were several interesting views on why the Convention had met with little enthusiasm from many States. One common misconception was that the Convention favoured irregular migration and that granting more rights to migrants would make a State more attractive to irregular migrants. On the contrary, the Convention obliged States parties to take measures to counter illegal migration. The preamble and article 35 reflected these ideals. The concept of giving rights to irregular migrant workers was inspired not only by the basic principle of respect for the dignity of all human beings, but also by the desire to discourage recourse by employers to irregular labour, by making such recruitment much less economically advantageous. It was also possible that the Convention was unacceptable to some States because provision of certain rights might be perceived as beyond the State's economic and social capacity and imperatives. However, this possibility had been envisaged in the Convention as reservations could be made to certain articles.

132. He believed also that many States feared the high cost of implementing the Convention, which was a long and complex instrument, and would involve many government departments. Also, some States might have only a small number of migrants and fail to see the need to legislate on the issue. For others, the Convention was not well known and therefore not high on their political agenda. Apparently some States were unwilling to let international agreements interfere with their domestic migration policies, which they viewed as strictly national issues.

133. It was also becoming apparent that the present political climate was not conducive to granting of rights to migrant workers who were often perceived as a danger to local job seekers and sometimes as potential security risks. Moreover, the family reunification recommended in the Convention might run counter to the policy of some receiving States to encourage only productive migrants. In these circumstances, some States might feel that the ratification of the Convention would meet with opposition from society at large and exacerbate social tensions. Some States might also be apprehensive about having the situation within their borders examined by an international body, and human rights violations thus being spotlighted at international level. All these fears lacked credibility; in his view, it was political will, not resource constraints, that was holding back States. The Convention was not an instrument for a more liberal immigration policy but sought only to ensure that all human rights were accorded to migrant workers.

134. The economic benefits of migration for both sending and receiving countries were increasingly apparent. It was widely recognized that migrant workers contributed to growth and economic prosperity in receiving countries. In addition, sustained levels of migration were offsetting the natural reduction of the working-age population in many receiving countries; on the other hand, many countries of origin in the developing world were also benefiting immensely from remittances by migrant workers, which had become mainstays in financial inflows, even surpassing official development aid and revenue from traditional exports. Sending countries could also benefit from the eventual return of some migrant workers who had acquired new skills and money and could help transform economies and institutions in their countries of origin.

135. Taking into account all aspects, it was increasingly apparent that protecting the human rights of migrant workers was of benefit to all. In this regard the Committee on Migrant Workers greatly appreciated the contributions already made by IOM. However, more work and follow-up were clearly required to develop a global consensus on that crucial issue and IOM was well placed to take such action.

136. The Convention was a comprehensive, progressive and forward-looking instrument and it was essential that it be applied in an interdependent world that valued the freedom, rights and dignity of the individual.

137. The Chairperson asked whether Mr. Kariyawasam thought that migrants' rights really posed a challenge in both sending and receiving States and whether he considered the Convention on Migrant Workers to be an adequate tool for their protection. He wondered also whether protection of such rights would somehow impede or interfere with the economic growth dimension of international migration and whether inconsistency in the basic rights situation justified strong intervention by the international community. Finally, he commented that, if a sending State was in a position to protect the rights of migrant workers in the first place, the latter would not have to endure forced economic migration: the question of protecting their rights in the destination State would not then arise.

138. Mr. Kariyawasam replied that, sometimes in some countries, economic growth was fuelled by exploitation. Regular migrants constituted cheap labour, so it was the State's responsibility to balance, by laws and regulations, the interplay between migrants' human rights and the economic compulsion of the market place. In his view, the Convention, which was very comprehensive, provided a superb framework for so doing. Some countries in the West followed the Convention to the letter, yet had not become parties to it. There was no need for a new instrument as the Convention covered the whole gamut of rights and could serve migrant workers provided that a sufficient number of receiving countries ratified it.

139. The human rights situation for migrant workers was appalling in some countries; but all other rights – civil, political and social – were being well policed by international opinion. It was the responsibility of the international community to ensure that migrant workers were treated as human beings, not as a commodity. On the question of protection in the sending State, all countries concerned in migration had clear responsibilities. It would be ideal if sending, transit and destination States worked together. He strongly believed that irregular migration could be handled very easily through proper implementation of the Convention since protection should be

afforded equally to both regular and irregular migrants. There would then be no incentive to employ an irregular migrant worker in a particular country. Where there was no incentive, both demand and supply would vanish.

140. The delegations that took the floor thanked Mr. Kariyawasam for his clear and interesting presentation, which served to dispel a number of myths about the Convention on Migrant Workers. Particular interest was expressed in the forthcoming meeting of the Committee on Migrant Workers, which would allow the States parties to exchange views on the protection of workers' rights as a means of promoting development. Several delegations formulated questions about the Committee's work: had it noted incidents where migrants were left stranded and what mechanisms were available to it for addressing such situations; would it be discussing the report of the Global Commission, specifically its suggestion that the normative framework be reinforced to cover the movement of people for the purpose of family unity, the issue of multiple nationality and the regulation of private agencies involved in the recruitment and placement of migrant workers; had the Committee noted any improvement in the practices of States parties since they had ratified the Convention.

141. Mr. Kariyawasam replied that the Committee was a treaty body whose possibilities for action were limited to the States parties. All other situations, and he agreed that they were compelling, had to be handled by the United Nations Special Rapporteur on the human rights of migrants. At its forthcoming meeting, the Committee would examine the first reports on compliance submitted by two States parties, namely Mexico and Mali, and in so doing would be able to provide policy advice on the normative framework. Unfortunately, most of the current States parties were sending States; to be truly effective in promoting the human rights of migrants, such as the right to vote while abroad, the Convention would have to be ratified by more receiving States as well.

142. Two representatives referred to the fact that relatively few countries had ratified the Convention to date. One asked how IOM and the Member States could be more involved in the process of advocating ratification, especially in the context of the United Nations High-Level Dialogue; the other deplored the fact that the report of the Global Commission had presumed that there was no point in continuing to advocate ratification and had suggested that alternative remedies be sought.

143. Mr. Kariyawasam agreed that the Convention needed a better level of participation, and the Committee on Migrant Workers had in fact engaged in advocacy to that end. His presentation to the Council had been made in that spirit. The other United Nations treaty bodies had also, when examining State reports, raised the issue of ratification of the Convention. In his view, the Convention sufficed to protect migrant workers; it had been adopted by consensus with no country voting against.

144. Mr. Jan Karlsson (Co-Chairperson, Global Commission on International Migration) outlined the work and the Report of the Global Commission. Much had been learned since he had presented plans to launch a Global Commission on International Migration at the 2003 session of the Council. He expressed his gratitude on behalf of the Commission to the Director General and the Organization for their close cooperation, without which the Commission would not have been able to complete its deliberations on schedule. Since its publication in autumn 2005, Commission



members had been very active in disseminating the Commission's report at meetings organized by the Asia-Pacific Consultation (APC), the Southern African Development Community (SADC), the Puebla Process and the United Nations. The Commission had met with the European Commission and the EU. The EU General Affairs Council had endorsed the report as a basis on which to prepare the United Nations High-Level Dialogue and had asked the Commission to make extensive comments on the report for presentation to the Council before March 2006. Overall the Global Commission was delighted by the attention it had received from various stakeholders, including governments, non-governmental organizations, civil society, academia and the media.

145. Although parts of the report had been criticized, that was not a bad thing. Members of the Global Commission considered the report to be the beginning of a process of consultation, discussion and joint action, not an end in itself.

146. The challenge of policy coherence in migration was the main theme of the report. IOM had pointed out many cases of policy incoherence throughout the world. The Global Commission had found striking examples of policy incoherence as well. Regional consultations conducted with government representatives had been frank and had acknowledged that migration issues were being handled by a number of different ministries, sometimes with competing and even conflicting priorities. All too often migration policies had not been making effective use of opportunities for progress in receiving and sending countries, in particular where migrants themselves were concerned. Indeed policy coherence should begin at home. Incoherence at the national level inevitably led to inefficient regional and global cooperation. At the same time, international institutions were governed and funded by States and should not be affected by short-term and incoherent national policies.

147. Coherence, cooperation and capacity, the three "Cs", were essential for the formulation and implementation of migration policies at national, regional and global level. There was a need for cross-border and international cooperation. Further, inherently transnational issues such as migration could not be addressed by national policies alone. The time had come to strengthen regional and global approaches while recognizing the rights and obligations of sovereign States to control their borders and protect their national security. With regard to capacity, most countries, rich and poor, North and South, lacked the experience, expertise and infrastructure required to develop and implement comprehensive coherent migration policies. One basis of common action was thus that the world community should act together on capacity building. For example, many officials were simply unaware of their countries' obligations to ratify various international human rights instruments. In addition there was a serious gap between the ratification of such instruments and their implementation. Practically speaking, people dealing directly with migrants and migrant issues were often inadequately trained, resourced and equipped.

148. In short, to address the issues of coherence, cooperation and capacity, the international community had to have more efficient, effective institutions. It was not necessary to create new organizations or draw up new conventions, but States should take steps to ratify the existing seven "core" human rights conventions. It was essential to ensure better coordination between existing institutions, more efficient use of resources, greater pooling of expertise and a more integrated approach to policy.

149. IOM and other organizations in the international community dealing with migration and migration-related issues had a huge capacity and expertise that was not being fully tapped, hence the Global Commission's proposal to establish an inter-agency global migration facility. The United Nations Secretary-General had followed up on the Global Commission's proposal by calling for the reformulation of the existing Geneva Migration Group with more precise terms of reference. It was important that the United Nations and IOM work closely together. As indicated in the title of the Global Commission's report, it was time for migration policy to take new directions. Although that could be a divisive issue, it would be important to proceed towards that goal. In addition, there was not one single model for action applicable to all States. If the benefits of migration were to be maximized and its negative impacts minimized, however, migration policies had to be developed based on shared objectives and a common vision. As stated in the report, the Global Commission had proposed that migration policies at the regional and global levels should be guided by six principles of action. Those principles should receive widespread support from the international community and governments to form the basis for a more coherent, cooperative approach to international migration, thus optimizing the benefits for receiving and sending States and, above all, the migrants themselves.

150. Several Member States thanked Mr. Karlsson for his comprehensive report and the Global Commission for having concluded its invaluable exercise. The Commission's report would obviously be an integral part of the United Nations High-Level Dialogue, and any decisions resulting from it would therefore obviously also depend on the outcome of the dialogue.

151. One delegate pointed out that discussion of the contributions made by migrants often focused on financial contributions to developing countries but neglected migrants' contributions to technology. Greater emphasis needed to be placed on the transfer of technology resulting from migration from the country of origin to the country of destination and vice versa. The positive impact of migration on development also needed to be emphasized. Indeed, migration policy should be incorporated into international cooperation for development, in particular in respect of GATS mode 4 negotiations.

152. Two Member States remarked on the report's timeliness in identifying the politically opportune moment internationally to move forward on the issue of migration. The time had come, however, as Mr. Karlsson had said, to consider the issue more holistically. They also remarked on what in their view was the report's failure adequately to address the human rights of migrants. The report did not specifically call on States to ratify the Convention on Migrant Workers and it did not discuss the root causes of irregular economic migration.

153. One delegate said that in many countries migration for the purposes of family reunification accounted for more migrants than labour migration, and asked which of the report's recommendations covered that point.

154. Many Member States expressed concern about the institutional arrangements recommended in the report and what this meant in terms of policy coherence at the international level. The establishment of an inter-agency global migration facility would not allow for participation by governments, and yet the agencies dealing with migration would only be able to promote more coherent migration policies if governments were involved. In this respect, one delegation

suggested that the Economic and Social Council (ECOSOC) could play a specific role, and another asked whether the Geneva Migration Group would be stepping up its activities.

155. Along the same lines, one delegation agreed with the Commission's report that governing structures would have to be adapted to enable IOM to interact effectively with the States in defining policy, but regretted that the report set no time limit for any such exercise and restricted the scope of IOM's activities to economic migration.

156. Mr. Karlsson believed that the report pointed to all the benefits of migration: not just financial, but also, for example, technological and cultural. It also discussed the problems that, for instance, remittances could cause. There was no conflict between the promotion and implementation of human rights, on the one hand, and growth and the economic aspects of migration on the other. The international community had an enormous task before it – to implement the existing seven “core” human rights conventions – before it started drafting new legal instruments.

157. Policy coherence, for its part, had to start at home. The different ministries in each country dealing with migration had to work together. The global facility proposed in the report would aim to add that value: to build the capacity for policy planning, bring in the migration-development nexus, legitimize the collection of data needed to dispel myths. By adopting the six principles contained in the report, the international community would promote greater coherence on all migration-related matters, including family reunification.

158. The report had been presented to the Chairman of ECOSOC and to the President of the United Nations General Assembly, and the Commission was discussing with both bodies how it could work with them and others in the United Nations family to promote the migration agenda. The report assigned a key role in this respect to IOM. It did not suggest that the Organization become a United Nations specialized agency, but underscored the importance of IOM in its present form as a service organization and a forum for discussion. The role of the global facility could, he noted, be performed by an enhanced version of the Geneva Migration Group.

159. The Director General informed the meeting that the GMG would be convening on 15 December 2005 to broaden its membership and refine its terms of reference. Coherence between and within governments was a matter for governments to deal with, but the GMG could promote greater inter-agency coherence. The trick would be to link the two, and perhaps the IOM Council could serve as the connecting point. The GMG could report regularly to the Council, for example, in person or in writing.

**(d) Migration and Development: Lessons learned and effective approaches –  
High-level plenary presentations and discussion**

160. The panellists were Ms. Régine De Clercq, Mr. Papa Owusu-Ankomah, Mr. N. K. Singh and Ms. Margarita Escobar, and the discussant was Mr. L. Alan Winters.

161. Ms. De Clercq (Ambassador for Immigration and Political Asylum, Federal Public Service of Foreign Affairs, Foreign Trade and Development Cooperation, Belgium), speaking on policy coherence between migration and development, said that the development community was not greatly involved in trying to create coherence between development policies on the one hand and migration policies on the other. Some of those involved in development distrusted the objectives of migration policies, especially in regard to the use of development aid monies, and there was clearly a need for greater trust and consultation between the two communities. In Belgium, a budget line for migration and development had been created and, wisely, a number of ministries had been involved in devising activities that responded to development objectives but also concerned migration. The first requirement was to develop a strategy and to have appropriate funding. In order to instil an atmosphere of mutual trust, a focal point had been created and a conference on migration and development was planned to bring together the various ministries concerned. Political leadership was important to ensure that the interlinkages between migration and development were understood at all levels. In that context, the World Bank's recent interest in migration, particularly remittances, was very welcome and she hoped that its further work would concern policy development, on which governments needed help.

162. On the matter of human resources development, policies were needed in all countries to prepare migrants better so that they could make the most of potential opportunities. Tools had to be developed to map the needs of the global labour market, and it was of crucial importance that regional institutions have access to them. Coherent human resources policies should avoid the situation in which key personnel left their home countries, leading to the breakdown of essential services or even the economic tissue of the country. Destination countries should also develop coherent policies for the better integration of migrants.

163. It was illogical to accept migrants only because of demographic decline, without a link with labour market needs, since ageing populations already placed great strain on social security systems and pressure on solidarity between generations. Migrants who did not work increased that pressure. There was hence a need to ensure that job-seeking migrants were not discriminated against by employers. Belgium had set up an equal opportunities centre which promoted a diversity model in the workplace and could sue employers who discriminated against migrant workers.

164. On the subject of the brain drain, she emphasized the dreadful waste of resources for countries that had trained and educated people who subsequently left, sometimes never to return. One idea for retaining highly skilled people was the creation of "centres of excellence", which had originated in IOM and had the support of the European Commission, to provide a scientific environment conducive to high calibre research, thus encouraging people to stay in the country. While that approach might help, it required substantial resources. Usually development agencies focused on how to promote the circulation of skilled personnel, how to ensure that returnees contributed to development, and how to make better use of remittances. The challenge for policy-makers was how to encourage the conversion of remittances into economic development and productive capacity and ensure that their effects were lasting. Research in Belgium had shown that perceptions of remittances differed: the receivers viewed them as a return on the investment made in sending someone abroad, while the senders viewed them as a means of making their families self-reliant. Governments had a role to play in devising coherent policies aimed at improving infra-structures, in particular accessibility of banks and credit facilities, eliminating corruption, and creating incentives for savings and entrepreneurship.

165. On the diaspora and return questions, Belgium had had a very positive experience on the temporary return of migrants through the IOM Migration for Development in Africa (MIDA) Programme. Once again, there were a number of coherence policy questions at stake because migrants needed an assurance that they could return to the host country. The programme had worked well in certain sectors such as education and health, but it had been more difficult to recruit migrants working in the private sector.

166. The Belgian Government had provided a micro-credit system for people who returned or wished to invest in their home countries but evaluation had shown that it was costly and did not necessarily foster development because the individual cases were isolated and not connected to broader development projects. If there was government support for the institutional strengthening of local partners, however, the programmes had more effect. It was necessary to reflect on maximizing their development impact by linking them with other development projects. The EU was working towards better coordination, and the same should be done at international level.

167. Finally, on coherence between development itself and migration, she said that wage differentials contributed to migration. Policies to address the causes would reduce unwanted migration. But the crux of the matter was whether the international community wished to alleviate poverty by economic development through investments and would then be willing to import the products of the capacity created. Or would they rather accept migrants? A choice had to be made. At the national level, the major issue was to create a government approach involving many ministries; at the regional level, strategies must include migration policies. One aspect of the EU's European Neighbourhood Policy was migration. Furthermore, in January 2006, Belgium would organize, with IOM, a conference intended to create a link between security, freedom, justice and prosperity on the one hand, and migration on the other, with neighbours to the east and to the south of the EU. The EU was also planning to hold a conference with African leaders on development strategies, including migration strategies. She hoped that coherence would result from such processes.

168. Recently, the ministers for development aid of Belgium, the Netherlands and Luxembourg had proposed jointly a European initiative on African migration, the first time she had seen ministers in that field taking an initiative on migration in the European framework. That was a hopeful sign, for she considered that if there was coherence at national and regional level, there would also be coherence at international level. Ms. De Clercq ended by emphasizing that coherence began at home, at the national level.

169. Mr. Papa Owusu-Ankomah (Minister of Interior, Ghana), speaking on migration and the Millennium Development Goals (MDGs), said that, globally, understanding of the link between migration and development was deepening: countries increasingly considered that migration could have a substantial impact on development provided that appropriate policies were in place. Recent expert reports had concluded that population movements could help significantly to lower poverty and deliver more substantial gains than any debt relief programme. Hence there was a case for increasing legal mobility of labour from developing countries as a tool for development. Current thinking among development experts was that the root causes of poverty should be addressed and human development promoted as a key to sustaining economic progress; migration was thus taking on new importance for many developing countries. In most developed countries, however,

there was a negative and stereotyped view of migrants, refugees and asylum seekers. Desirable levels of migration were usually based solely on the economic benefits to the receiving country.

170. Migration could be both a challenge and an opportunity: for developing countries it could reduce unemployment, generate capital and resources through remittances, and promote stronger trade links, but it could also cause brain drain. It was important for policy-makers to understand the complex interplay between migration and development since the impact made by migration would depend greatly on the policy environment.

171. The MDGs constituted a major strategic framework of reference for international development agencies. Despite its significance and magnitude, however, international migration was not directly factored into the MDGs or the developing countries' Growth and Poverty Reduction Strategy Papers (GPRS). There was agreement among migration and development experts regarding the close relationship between the two concepts, making it inevitable that the MDGs would be linked to migration, and governments and donors were indeed working to that end. The focus was turning towards poverty reduction.

172. Migrants participated in the development of their countries of origin most notably through remittances and knowledge transfer, but the adverse effects of migration concerned especially outflows of professionals, with ensuing skill shortages, an issue of growing concern to developing countries, particularly in sub-Saharan Africa. Ghana needed outlets for its surplus skills and labour but also suffered significantly from brain drain, particularly in the health sector, which was seriously undermining the fight against HIV/AIDS, malaria and other diseases, and the health system. In education, analysis indicated that the student-to-teacher ratio was eighty-two to one, while ideally it should be five to one. That had a debilitating effect on the educational sector. Strategies must be developed to address those negative impacts.

173. Around 15 per cent of Ghana's population lived outside the country and the Government's GPRS for 2006-2010 would provide the conduit for its three-pronged strategy of human resource development, private-sector-led growth and good governance. A significant challenge for his country was to identify how the economic growth rate of 7.1 per cent required to attain the MDGs could be achieved through the GPRS.

174. The importance of migrant remittances was recognized by the Ghanaian Government, but the impact on development was still dubious and the costs and conditions of making transfers remained unsatisfactory. Diasporas were increasingly recognized as playing an important part in the development of countries of origin. In addition to having a financial impact, they could foster innovation and socio-political change in countries of origin. In 2001, a very successful homecoming summit had been sponsored by the Government to acknowledge the contribution of Ghanaian citizens abroad. Ghana had also amended its nationality laws to allow dual nationality, thus permitting Ghanaians who had acquired another nationality to retain their Ghanaian nationality, removing a major hurdle to investment opportunities at home for those living abroad. Legislation was currently being considered that would allow Ghanaians abroad to vote in elections in Ghana.

175. Because of the lack of expertise and capacity on labour and migration issues, migration had not been fully integrated into Ghana's strategic development framework, and the International Dialogue on Migration was therefore very opportune. Lessons could be learned from it that would enhance Ghana's endeavours. He believed that policy could shape and respond to migration to improve its contribution to development and to poverty reduction. In order to maximize the development benefits of migration, it was important for developed countries to reformulate their migration policies to create legal entry routes and broaden the base of migration. Furthermore, there should be coherence between the policies of home countries and host countries at the bilateral and multilateral levels. There was a case for burden-sharing by developed countries, developing countries and international organizations.

176. In brief: Ghana supported policy coherence between all stakeholders in migration; advocated that remittances must be cheaper, faster and safer; urged that remittance data should be recorded and analyzed more fully; commended the EU Code of Conduct to limit active recruitment of personnel where that had significant negative repercussions and recommended the fostering of bilateral institutional partnerships to counter the brain drain; advocated that national migration strategies should take cognizance of international cooperation; and urged that partnerships with developed countries and regional organizations should be enhanced in the framework of existing institutional mechanisms.

177. Finally, he considered that the potential benefits of migration could be realized only if developed countries perceived them and joined with developing countries in designing development-friendly migration programmes, while aiming to address the root causes of migration and provide policy and administrative support.

178. Mr. N. K. Singh (Commissioner, Global Commission on International Migration, and Chairman, Management Development Institute), speaking on diaspora support to migration and development, said that the World Bank report *Global Economic Prospects 2006: International Remittances and Migration* and IOM's *Policy Approaches to Migration and Development* (MC/INF/281), of 9 November 2005, provided a comprehensive overview of diaspora-related issues.

179. Important developments in the past 20 years had triggered the growth of diasporas. First, the technology paradigm had changed: economic production had become increasingly integrated, with seamless transfers of technology, ideas, skills and knowledge. Smaller and smaller scales of economic production had become more optimum. As diasporas flourished, they began to contribute to the knowledge economy of their host countries. Second, global integration had spread over the past 15 years. Increased integration coupled with the contribution of successful migrants resulted in thriving diaspora communities. Hence the relevance of the present debate on how to foster the diaspora community and how to utilize the diaspora to best advantage in the development of countries of origin and of destination. According to World Bank estimates, remittances amounted to USD 175 billion, but most likely were 50 per cent higher, owing to unreported figures in the informal sector. The remittances issue was increasingly relevant not merely in terms of the relationship between migration and development, but also of the relationship between diaspora migration and development being fostered by greater mobilization and mainstreaming of the diaspora community.

180. There were three important dimensions to diasporas. First, knowledge assimilation and building connections and virtual circles were part of the process of creating a healthy diaspora that was well organized, capable and trusted in the countries of origin and destination and could make a worthwhile contribution to the development of their countries of origin. Second, it was important to see how diasporas could enhance the development effect of remittances being received by countries of origin. Economic policy changes in host countries - instituting banking reforms, setting up bank branches in rural areas and promoting an enabling environment to build trust, prompt investment and produce a qualitative change in society - were necessary if the multiple gains of the growing volume of remittances were to be put to best use. All those factors raised multiple institutional and financial challenges. There was an institutional vacuum, i.e. no organization within the United Nations system was dedicated to the diaspora community as a whole and therefore could not optimize the multiple benefits it offered. There was also a financial vacuum: how to meet the cost of organizing the diaspora, undertaking banking reforms, capacity building, data creation and networking with associations. Those gaps had to be filled, either by implementing the recommendation contained in the Global Commission's report to establish a global facility or by empowering an organization like IOM to play a more catalytic role.

181. Ms. Margarita Escobar (Vice Minister of Foreign Affairs for Salvadorians Abroad, El Salvador) said that community associations played a crucial part in the lives of the Salvadorian diaspora, which represented 25 per cent of the country's population. Salvadorians tended to migrate north, particularly to the United States. The 1950s had been marked by occasional migration, mainly for business reasons, whereas armed conflict and violence during the 1980s had set off huge migratory flows. The 1990s had seen post-conflict and natural-disaster-related migration, with family reunification a major concern. El Salvador was a transnational country, with families scattered in three or four countries. Diaspora policies would naturally have an impact on other countries. It was difficult to apply coherent migration policies across the board because of differing situations and needs.

182. In an effort to achieve policy coherence, the Salvadorian Government had decided to add a new department to the Ministry of Foreign Affairs, the Vice-ministry of Foreign Affairs for Salvadorians Abroad. That decision was visionary because the Vice-ministry was a national and international institution enabling dialogue with host countries and contact through the Salvadorian consular network. The Vice-ministry focussed on eight key areas: human rights and legal assistance, migratory stability and family reunification, remittances and local development, social and humanitarian assistance, economic integration (the US-Central America Free Trade Agreement, or CAFTA, and a free trade agreement between Canada and the Central America Four), consular services, links with the community and civic participation and national identity. Those areas required inter-governmental relations, as well as relations with multilateral organizations. IOM had been working with the Government of El Salvador on human rights-related issues, the risks of undocumented migration, the fight against human trafficking and the repatriation of deceased migrants.

183. Remittances, a means of seeking migratory stability and family reunification, accounted for 19 per cent of GDP in El Salvador. The Salvadorian consular service, one of the most comprehensive in the region, dealt directly with migrants, and sought to act as a link with the diaspora communities and encourage their participation in political life. Defining the diaspora was a complex undertaking. It was not simply synonymous with remittances. Once new migrants had



reached some measure of stability in their host country, they proceeded to create community associations, born of feelings of nostalgia for and solidarity with the home country. In November 2004 the Government had held a forum for Salvadorian diasporas that had brought together over 600 migrant community leaders from across the world. The central objectives of the forum were to learn about the diasporas' needs, expectations, views and concerns, and to establish a constructive dialogue with migrant communities, so as to involve them as active partners in the development process. During the forum a number of economic, social and cultural initiatives had been developed, including the creation of a portfolio of projects for investment.

184. A joint investment scheme aimed at helping the poorest parts of the country was the "Unidos por la Solidaridad" (united by solidarity) programme. Current investment in the programme stood at over USD 15 million. The local government and communities abroad put in one-third and the central government, two-thirds. Community associations had been responsible for establishing cultural, sports, health and tourist centres in their places of origin and chambers of commerce abroad. The chambers of commerce transferred remittances and sought investment and bilateral trade opportunities. The diaspora had become a natural distribution network of "nostalgia products" and produced benefits for the economies of receiving and sending countries.

185. Mr. Winters, the discussant, said that migration was not particularly a deterministic phenomenon. Although the developing world was growing more rapidly than the industrialized world, the absolute difference between incomes in the developing world and the rich world was likely to broaden. In all probability, the costs of communication and migration would fall. Migration would continue its upward trend because people's ability to migrate was enhanced when incomes of relatively poor countries or of relatively poor people in some countries were increased. However, issues of international trade should not be seen as a way to relieve migratory pressure.

186. Migration would not solve the pension crisis in industrialized countries or equalize incomes around the world. But migration and development were a complementary phenomena.

187. As stated by the panellists, diasporas were potentially very constructive forces for development. Diasporas experienced development through their income levels and helped improve development in their home countries. It was important to give serious thought to diaspora policies which provided short-term benefits. Unfortunately, diasporas were not always constructive. For example, diasporas had sometimes been responsible for lengthening civil wars, fighting by proxy. There were limits to the benefits to be garnered from the diaspora.

188. Migration was a policy that played a small part in many government ministries, each with different interests based on different mandates and views on the issue, which made coherence difficult. The best way to approach the issue of coherence was the transfer of information between ministries. It was important to keep communication channels open. Development experts might not readily agree that the best use of aid would be to encourage the return of migrants rather than building roads, for example.

189. Policy coherence at the international level was necessary. It was important to find a way to generate situations whereby the benefits of migration were divided equitably, which boiled down to a question of policy in receiving and sending countries. In the eyes of economists, the benefit of

economic migration was increased output. Migration was a complex field that required a great deal of research, which should be policy relevant. Increased data coordination, providing data on migratory flows and comparable data across countries, for example, and effective policy assessment were essential. Serious thought should be given before trying to control remittances, which were private funds. It was important to examine the circumstances under which people were willing to invest all or part of their income.

190. There was enthusiasm for subsidizing remittances, implementing matching fund programmes or setting up home town associations. However, there was not much evidence that this was a good use of public resources. When strapped for cash, governments could make better use of money by channelling it into hospitals, schools, and so on, rather than offering matching funds or high subsidies.

191. The delegate of Pakistan said that remittances were an important contribution to development in developing countries. Unfortunately, remittances were not being managed wisely. For example, Pakistani migrants during the 1980s had purchased refrigerators that they had brought back to places in Pakistan where there was no electricity and had used them as wardrobes. Governments should find ways to manage remittances effectively for the benefit of those receiving the remittances and for the economy of the country concerned.

192. Mr. Winters agreed that the use of remittances was not always efficient. However, people generally learned, by trial and error, to manage their remittances more efficiently. He questioned the benefits of governments controlling remittances.

193. The delegate of Australia said that diasporas throughout the world were very diverse and had different needs. It was clear, therefore, that diaspora policies could not be universal. Australia had in recent years developed its own diaspora, about one million people. Unfortunately they were not sending much money back to the country in the form of remittances, but were demanding citizenship and offshore voting rights. Policies that integrated migrants quickly into the host country were important. He asked Mr. Singh to comment on the diversity of diasporas and the need to tailor policies to the specific circumstances of different diasporas in various parts of the world.

194. Mr. Singh said that the Global Commission had held a series of regional meetings during which the diversity of diasporas had been clearly established. Problems differed by region. He suggested that perhaps the delegate's diaspora communities were not sending remittances because they thought that doing so would not be useful because Australia was a developed country. It might be worthwhile encouraging non-resident Australians to take part in gainful investment projects.

195. Further addressing the issue, Ms. Escobar said that flexibility was indeed a prerequisite to managing public policy dealing with diasporas returning to their home country. The diverse nature of diasporas called for diversity in policy-making. To work effectively with diaspora communities it was necessary to get acquainted with them, establish confidence-building mechanisms, communicate effectively, provide guidance and reassurance with regard to their status and refrain from controlling their remittances and projects.

196. The delegate of Benin said that the use of remittances posed major problems at different levels of social and financial systems. Ms. De Clercq had expressed many of the ideas that would be on the agenda of a ministerial conference to be organized by IOM with the Government of Benin and the United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and the Small Island Developing States in February 2006 in Cotonou. The Cotonou Conference was certain to further the debate on efforts to seek coherence in migration policy.

197. The delegate of Afghanistan asked Mr. Singh what measures could be taken at the national and international levels to promote the involvement of the diaspora in development.

198. Mr. Singh said that it would be a serious mistake for governments to intervene in the management of remittances. If they did, remittance flows could dry up or move away from formal banking channels, which would not be in the interest of receiving countries. Governments should create an enabling environment in which recipients could invest in worthy projects such as human resource development or education, as suggested by Mr. Winters, rather than immediate consumption. However, if immediate consumption was necessary to satisfy hunger, then that was a priority.

199. Mr. Singh wondered whether there were any international mechanisms that could compensate poor countries for the vast resources they were investing in the inculcation of skills. According to some, the environment in the more developed countries had enabled members of the diaspora to heighten their skills, and remittances were sufficient compensation. All in all, however, the debate was still open.

200. Mr. Singh pointed out that at the national level the government should reassure the diaspora community that any money sent to the home country would not be misspent, governance in the country had improved and there were investment projects that had a good potential for long-term multiplier effects for the community as a whole. He had recently given a lecture at Wharton Business School (United States) where 400 Indian students had made it clear that they did not wish to remain in the United States, for they believed India had become a land of opportunity and wished to repay their country for the skills and higher education they had received by contributing in areas such as education or micro-financing. Their contribution had to be facilitated. Internationally, the focus on diaspora contribution had been weak until the mid 1990's.

201. The delegate of Ghana asked Mr. Winters what impact recent developments in Africa, such as commitments delivered by the international community, would have on migratory flows there.

202. Mr. Winters replied that positive contributions to African development would not likely have much effect on migration flows or country policies in the short term.

203. The delegate of China concurred with Mr. Owusu-Ankomah's view that a win-win situation could be achieved provided that labour-sending and receiving countries cooperated by adjusting migration policies as needed. He asked Ms. De Clercq to describe the EU's perspective on migration policy adjustment.

204. Ms. De Clercq explained that the European Commission had presented a green book on economic migration in early 2005. The Commission was planning to submit proposals to the EU on a European system for economic migration. The Commission would not propose immigration quotas, for that remained the decision of each Member State.

205. The delegate of Kenya said that a governmental committee on remittances, composed of nine ministries and other stakeholders, was being formed in his country. He expressed interest in case studies and experiences relating to the issue that might prove helpful to that committee.

206. Mr. Owusu-Ankomah commented that the discussion would assist sub-Saharan African developing countries to establish a migration policy beneficial to countries of origin and host countries alike. Migration was part of the history of human beings and the benefits must be shared equally.

207. The Director of MPRC stressed the importance of realizing that migration existed by virtue of the world that mankind had created, the economic models and communication networks that had been established. Some developing countries received more money from remittances than from their largest export product. There were some 200 million migrants whose welfare, dignity and lives were important and must be taken into consideration, and whose contacts with six billion other human beings in the host communities must be taken into consideration. The rights and obligations of all must be properly observed.

208. He agreed with Mr. Winters that the policy equation was extremely complicated and, in order to analyse the situation, much more cooperation and more capacity building were required. IOM's International Dialogue on Migration had now taken place for five years; it had been productive and interesting, but the challenge was what further action should be taken so that the usefulness of the dialogue continued to advance. He invited Member States to reflect on this matter.

209. The Chairperson announced that, in view of the many references that had been made to GATS mode 4, a representative of the World Trade Organization (WTO) would address the meeting.

210. Mr. Carlo Gamberale (Secretariat Services Division, WTO) provided a brief update on the status of the GATS mode 4 negotiations. Mode 4 addressed some trade aspects of migration policies, namely the commitments by receiving countries on market access for service suppliers. It covered only temporary migration and the movement of natural persons who are service suppliers or work for a service supplier. Mode 4 was an important part of the current negotiations as it was underdeveloped in comparison with other modes of supply such as commercial presence and cross-border supply and, secondly, mode 4 had been identified by the vast majority of developing countries as being of interest to them.

211. The current situation in regard to mode 4 was described in a Draft Ministerial Declaration, available on the WTO website, which would be debated at the Sixth WTO Ministerial Conference to be held in Hong Kong in December 2005. The Declaration consisted of a Draft Ministerial Text plus a number of annexes of an operational nature. For the present, the operational part of the Declaration did not refer directly to mode 4 but to intensifying the negotiations in accordance with

the objectives with a view to expanding coverage, in particular with respect to the sectors and modes of supply of export interest to developing countries. That was seen as an implied reference to mode 4, and annex C to the Declaration, which was the operational part on services, clearly contained the idea of improving commitments in all areas. He admitted that the commitment by members appeared to be a relatively soft obligation. All references to services in the agreement were to be negotiated on a bilateral and multilateral basis.

212. With respect to mode 4, two fundamental elements were identified in the Declaration: the first comprised categories not linked to a commercial presence, namely natural persons who were service suppliers themselves. They were of more export interest to developing countries than categories which were naturally linked to the movement of a commercial presence. The Declaration also encouraged members to undertake new commitments on categories linked to a commercial presence, namely intra-corporate transferees and business visitors. In short, the two main categories identified as not linked to a commercial presence were contractual service suppliers and independent professionals.

213. With respect to all categories, the Declaration called for expansion of commitment and the removal of specific restrictions, such as the economic means test with respect to the entry of natural persons and the indication of a prescribed duration.

214. Annex C of the Declaration related to those matters and also contained possible approaches to achieving those objectives in the negotiations, through multilateral approaches by a group of members, as well as at the bilateral level, to which past negotiations had been restricted. For mode 4, that could give more focus to a particular area when a request was made by a group of members, and an offer or a revised offer was made to the entire membership. Hence there would be greater focus on all modes of supply in sectors, including mode 4 concerning natural persons. The Declaration also contained sectoral and modal objectives in which members identified their maximum ambitions in a particular sector in terms of widening and improving market access. There was great demand under mode 4 and the text gave in greater detail the type of commitments and removal of restrictions desired by members. Although even acceptance by the Ministerial Conference did not mean that those elements would be endorsed in the final negotiations, they certainly gave important guidelines and benchmarks for the forthcoming negotiations and the run-up to the end of the Doha Round of negotiations.

215. The Chairperson thanked Mr. Gamberale for his explanations.

**(e) Wrap-up of the International Dialogue on Migration**

216. The Director General thanked the Chairperson for conducting the sessions extremely effectively and enabling the exchange of a huge amount of information. Discussions had been extraordinarily interesting and marked the coming-of-age of the migration and development debate. The International Dialogue on Migration had been very rich from start to finish and the panels had shown the variety and importance of migration subjects. Finally, on behalf of the Council, he thanked the Director of MPRC and his team for their work over the past five years.

217. The Chairperson expressed his pleasure at working with a very competent and talented team. He thanked all the panellists, who had been outstanding, given real insights into the topic, and promoted interaction with each other and with Member States.

218. He had had the privilege of presiding over a rich, stimulating and wide-ranging debate on migration which had provided a valuable source of ideas and perspectives on contemporary migration dynamics and how to progress towards realizing the full potential of migration. It was his intention to draft a summary of this session of the International Dialogue on Migration, with some highlights of the discussions, as a contribution to the preparations for the United Nations High-Level Dialogue on International Migration and Development. He invited input from IOM Member States and observers as well as the private sector and civil society on specific points of the debate, by 15 January 2006, so that it could be reviewed and incorporated into the summary which he planned to make available shortly thereafter. In collaboration with the IOM Administration, he would consult with the United Nations and delegations over the coming weeks on how best to ensure coordination between the excellent and substantial work on migration policy taking place in the IOM Council and the ongoing and planned initiatives of the United Nations to address the issue.

## **GENERAL DEBATE**

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

219. The Director General presented highlights of the statement reproduced as Annex I to this report.

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

### **(b) Statements by Members and observers**

221. Statements were made by the following Members listed in alphabetical order:\* Afghanistan, Algeria (for the African Group), Algeria, Argentina, Australia, Austria, Azerbaijan, Belgium, Benin, Brazil, Bulgaria, Chile, Colombia, Congo, Côte d'Ivoire, Ecuador, Egypt, El Salvador, France, Germany, Guatemala, Iran (Islamic Republic of), Italy, Japan, Kenya, Malta, Mexico, Morocco, Netherlands, New Zealand, Nigeria, Pakistan, Panama (for GRULAC), Peru, Poland, Republic of Korea, Romania, Serbia and Montenegro, South Africa, Sweden (for the Nordic Group), Switzerland, Thailand, United Republic of Tanzania, United States and Venezuela (Bolivarian Republic of).

222. Statements were made by the following observers:\* Russian Federation, Spain, Holy See, World Health Organization, Human Rights Watch and Amnesty International.

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\* Texts of the above statements, as received from the Members and observers, are accessible to Member States on the IOM website at [www.iom.int](http://www.iom.int).

223. 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.

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

225. After the last delegation had spoken, the Director General commented on a number of points raised during the General Debate and the International Dialogue on Migration, starting with the United Nations High-Level Dialogue on International Migration and Development. IOM had reinforced its New York Office in order to play a more positive role in the preparations for the High-Level Dialogue; the Italian Government had seconded a diplomat to the New York Office for that purpose. At a meeting in late October 2005 in New York called by the United Nations Secretary-General, which he and the heads of several UN agencies involved in migration had attended, including the members of the Geneva Migration Group, the Secretary-General had asked all the agencies represented to support the efforts to prepare for the High-Level Dialogue and had said that he might appoint a special envoy to lay the groundwork with the governments. The Secretary-General also saw a clear link between the Global Commission's report and the High-Level Dialogue. The Director General endorsed the Chairperson's proposal to produce a summary of the International Dialogue on Migration, in particular the migration and development segment, as one of IOM's contributions to the High-Level Dialogue preparations and in order to strengthen the Council's position as a voice of authority on the subject.

226. He drew the participants' attention to the November 2005 version of IOM – Facts and Figures and IOM Field Locations, which indicated that IOM had 112 Member States and more than 260 offices worldwide; with the admission of four new Member States, the total was now 116.

227. One of the obligations of the States party to the Convention on Migrant Workers was to provide communities abroad with voting rights. This was a complex matter involving the relationship of diasporas to their home communities and the willingness of host countries to have foreign political campaigns taking place on their soil. IOM had gained much experience of out-of-country voting in the past few years (in Afghanistan, Iraq and Timor-Leste) and was pleased to advise interested Member States on how best to implement their obligations under the Convention.

228. In a number of recent natural disasters, IOM had been instrumental in providing shelter for the victims with a view to stabilizing groups of people who had lost their livelihoods and homes and were therefore more likely to migrate. Following the earthquake that had struck Pakistan earlier in the year, IOM had been designated lead agency for emergency shelter as part of the "cluster approach" adopted by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). Coordination of the "shelter cluster" had been greatly facilitated by the secondment of a specialist by the United Kingdom Government. It was proving difficult to deliver the shelter and winterization materials to the remote mountain communities that needed them before winter set in. The Inter-Agency Standing Committee (IASC) would be meeting in Geneva in two weeks to take stock of the "cluster approach" and to assess IOM's role in it.

229. Turning to the Stranded Migrant Facility, which a number of speakers had mentioned during the General Debate, he said that the word “facility” was perhaps not appropriate in a context of irregular migration and that it might lead to confusion with the global facility proposed by the GCIM. The Stranded Migrant Facility would therefore be referred to simply as a programme for the return of stranded migrants to their homes. The programme had already received funding from the Governments of Spain and the Netherlands, for example, and represented, not a new activity, but a more focused approach to IOM’s past work to assist stranded migrants in situations of immediate severe distress.

230. He said that the new 5 per cent rule for project-related overhead was a much needed change now but it would be reviewed on a regular basis. A large proportion of some budgets, like assisted voluntary return programmes, was set aside for the purchase of airline tickets. The project-related overhead for such projects would be negotiated separately.

231. Referring to Mr. Idris’ presentation on the Third Ministerial Consultations on Overseas Employment and Contractual Labour for Countries of Origin in Asia, he agreed that bilateral agreements between sending and receiving countries allowed the different circumstances prevailing in each country to be taken into account. The multilateral approach was also valid, however, in that it prevented certain sending countries from accepting lower standards of migration protection in order to be more competitive. In this connection, the standard overseas work contract being developed by the Asian African Legal Consultative Organization (AALCO) could represent a big step forward, for it covered matters of protection and procedure and contained a number of optional clauses. IOM Member States who were also members of the AALCO should support this work.

232. The Chairperson applauded the Council for its robust debate on policy coherence and the migration-development nexus. The discussion of changing patterns in capital and labour markets and of the existing institutional architecture and normative framework had been of particular interest. The Council had heard the views of both developed and developing countries and had explored the interface between them. The formation of human capital, of an international pool of professionals, was another interesting point at a time when labour mobility and complementarity was rising not only between North and South but also between South and South.

233. IOM’s remit had expanded as intergovernmental organizations and governments shed their Cold War baggage and defined the issues that were relevant in the post-industrial age brought about by the information revolution. Its expanded remit reflected the fact that migration was a cross-cutting issue affecting governments, the private sector, civil society and non-governmental organizations. This required leadership, and IOM was the right organization to provide that leadership.

## **IMPLICATIONS FOR IOM OF THE REPORT OF THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION**

234. The Chairperson said that the merit of the report was that it was seminal, user-friendly and easy to assimilate. He drew attention to the six principles for action set out on page four and to the principles for action and recommendations contained in annex 1.



235. Numerous speakers remarked, both during the General Debate and under the Agenda item, on the timeliness of the report which, together with the World Bank's *Global Economic Prospects 2006* and IOM's *World Migration Report*, essentially laid the groundwork for the United Nations High-Level Dialogue on International Migration and Development to take place in 2006. They also pointed to the report's relevance to the International Dialogue on Migration and its consideration of policy coherence.

236. Turning to the recommendations made in the report, several delegations firmly agreed that greater coordination was needed at the global level but also, first and foremost, at the regional and national levels. The coordination mechanism proposed in the report, the Inter-Agency Global Migration Facility, nevertheless required further reflection before any conclusions could be reached. In this connection, interest was expressed in the United Nations Secretary-General's suggestion that the Geneva Migration Group look at the recommendation and that the facility perhaps be in the form of an enhanced GMG. There was also concern that the facility benefit from State involvement, if only to share information. One delegation nevertheless cautioned that the Group should remain an informal forum for discussion.

237. One delegation encouraged IOM to continue playing the lead role in working with other agencies and stakeholders to further build on the workable recommendations contained in the report, while another said that careful note should be taken of the Global Commission's recommendation for the formation of human capital at the international level and the point it made, together with the World Bank, that remittances were not substitutes for development aid and should not be appropriated by States.

238. One delegate noted that the report was available in English only, which meant that its scope would remain limited.

239. Several delegates felt that it was premature to comment on the report but nevertheless noted that it offered proposals that could stimulate the global debate on migration in international forums such as the United Nations General Assembly in 2006. It also provided answers to some migration issues, based on the premise that States were the main stakeholders. They endorsed the report's view that the establishment of yet another international organization to deal with the question of migration was undesirable. Regarding the possibility of IOM merging with another United Nations agency, the United Nations High Commissioner for Refugees (UNHCR), they stressed the fact that both agencies had very different mandates. The idea of mainstreaming IOM into the United Nations system was not well received.

240. The Director General endorsed the comments made by several delegates, adding that the report signalled the beginning rather than the end of a process. IOM had issued a press release following the publication of the report, commending it for capturing the main elements of international migration and for striking a balance between competing factors and different interests. On the whole he was pleased with the report and felt that it was a useful document which provided a snapshot of the crucial issues.

241. Although the report clearly stated that the major players in international migration management were States, he felt that international organizations had a role to play and that a multilateral approach was necessary. Implicit in the report was the possibility of IOM becoming a United Nations specialized agency. This was a question that had been widely discussed before and would require further consideration. As for a UNHCR-IOM merger, he agreed that such an option was not viable because of the inherent differences between the organizations. The absence of prospects for fundamental United Nations reform in the near future also had a bearing on IOM's relationship with the UN.

242. The Inter-agency Global Migration Facility called for in the report would most likely take the form of an expanded Geneva Migration Group, as the idea of establishing another international organization was not seen as desirable. The relationship between the Group and States remained to be worked out. He would recommend that the GMG present at least an annual report to the Member States in the context of the IOM Council. He also suggested that IOM could take on a secretariat function.

243. In his view, the Global Commission had completed its work, submitted its report and had essentially ceased to exist as a body. However, it could definitely make a contribution to the forthcoming High-Level Dialogue and he was aware there might be a core group that would pursue its work through advocacy and information dissemination, but the "afterlife" of the Commission was still under discussion.

244. The delegate of Mexico felt that it was too early to decide on the future of the Global Commission. His Government, at any rate, was not in a position to implement all of the Commission's recommendations. The Commission's proposal on the inter-agency facility was inadequate, in his view, and lacked an organizational framework. Furthermore, its long-term suggestion for an IOM-UNHCR merger was unacceptable for several countries. The issue could be examined in connection with the IOM Strategy document and continuing the consultative process or eventually forming a small working group that could meet two or three times a year. Finally, he reiterated that it was too soon to draw conclusions about the implications of the report for IOM.

245. The delegate of Canada felt that the development community was not sufficiently engaged or interested in the migration issue and that considerable work remained to be done to achieve a meeting of minds.

246. Several delegates made specific remarks about the Commission's report during the General Debate, which are incorporated into this report by reference. The text of all of the General Debate statements received from the Members and observers are accessible to Member States on the IOM website at [www.iom.int](http://www.iom.int).

## **IOM STRATEGY DOCUMENT**

247. Mr. de Alba, introducing his paper on IOM's strategy (Conference Room Paper CRP/18, "IOM: Current and Future Trends on International Migration; Towards a New Culture on Migration"), said that as Chairperson of the Council in the past year, he had conducted

consultations on the Organization's strategy with a view to identifying the ways in which it might need to change its approach and activities. The consultations, which had benefited from the participation of a number of delegations, had brought to light that it was not possible to review IOM's strategy without also considering its institutional framework and administration, specifically the Programme and Budget, all of which were closely linked.

248. His paper had three goals: to capitalize on IOM's invaluable experience in the field of migration so that it could play a key role in any future scenario devised by the international community to enhance understanding and discussion of the phenomenon; to foster trust and interaction between the Administration and the Member States by ensuring that the former acted transparently and the latter participated to a greater extent in the decision-making process; to maintain and strengthen the Organization's flexibility as a service provider while more clearly defining its policy-making role, which required greater government interaction.

249. Part I of the paper dealt with the strategy *per se* and discussed the management of migration, no doubt a valid concept but one for which it tried to develop a more integrated vision. The aim was to situate migrants at the heart of policy. This was an enormous challenge for any State or society but, if done in the framework of a "new culture on migration", was not only feasible but also urgent.

250. Part II dealt with the institutional framework and aimed in particular to accelerate the process of ratification of the amendments to the IOM Constitution, which had delayed the establishment of the Standing Committee on Programmes and Finance. Pending such ratification, the paper proposed to give renewed impetus to the Executive Committee. It also proposed the establishment of a budget review working group to provide the Administration with advice and guidance.

251. Part III covered the Programme and Budget and explored ways of increasing the funds available to IOM within the constraints of the somewhat anachronistic zero nominal growth policy in the Administrative Part of the Budget. For example, the Member States could authorize the Administration to use the assessed contributions of new Members to support the core structure.

252. The majority of those who spoke on this point, whether under the item of the Agenda or during the General Debate thanked Mr. de Alba for his interesting paper; the ideas it put forward provided a good basis for further discussion of the Organization's strategy, its institutional structure and its Programme and Budget. Several delegations said that Part II, on the institutional framework and governance issues, required further reflection. The call for swifter ratification of the amendments to the Constitution was to be applauded, and the provisional solutions proposed were interesting but also required further reflection. Indeed, some Member States felt it would be preferable to discuss those proposals separately from IOM's strategy. In particular, the Japanese Government clearly stated its position that Part II and Part III of the IOM strategy document were not appropriate as a basis for future discussions. Therefore, Japan wished that Parts II and III be deleted from the IOM strategy document.

253. Several delegations praised IOM for its flexibility when responding to unexpected emergencies. If the Organization was to remain flexible in the years to come, it needed a short strategy document that flowed from the Constitution and focused on IOM's core activities. In that respect, one delegate questioned whether IOM should have responsibility for the promotion of migrant rights, which should in any case be referred to as the human rights of migrants.

254. Several Member States remarked on the timeliness of adopting “a new culture on migration”, one that emphasized the positive contribution of migrants and that placed migrants at the heart of the policy debate.

255. Referring to Part III, on IOM’s Programme and Budget, several Member States welcomed the proposal to use the contributions of new Member States to increase the Administrative Part of the Budget for the following year by an amount equivalent to those contributions. One of them also applauded the paper’s recommendation that if the Administrative Part of the Budget could cover most of the core structure, approximately USD 10 million of Discretionary Income could potentially be available for migration projects of interest to the Member States and for which no donors had as yet come forward.

256. One representative said that a discussion of IOM’s strategy should take account not only of Mr. de Alba’s paper but also the IOM document, “IOM Strategy: Current and Future Migration Realities and IOM’s Role” (MC/INF/274). It should encompass not just Article 1 of the Constitution, which described IOM’s purposes and functions, but also the Preamble, which constituted a reference framework for the interests of all the Member States. Paragraph 28 of the IOM document said that IOM needed “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”. This should be discussed in depth, especially since the ongoing reform process at the United Nations had already highlighted the limits faced by the international community and international bodies when it came to deciding who did what. The same paragraph stated that one of IOM’s objectives should be to serve as “the reference point for information on international, regional and internal migration, providing leadership in the international debate and policy dialogue on migration”, and this had to be understood in the light of the possible implications of the GCIM report and the High-Level Dialogue that would take place in 2006.

257. Another delegation, referring to Mr. de Alba’s vision of partnerships, said that the latter had to function with due respect for each organization’s mandate. IOM’s involvement in humanitarian disaster response should be clarified and regulated. Its participation in the inter-institutional collaborative approach, currently referred to as the “cluster” system, had to be discussed not only with its operational partners but also with the Member States. Furthermore, the know-how of IOM’s staff was one of the Organization’s main values; further reflection was therefore needed on staff profiles and on a training and career management policy that was transparent and in keeping with the Organization’s strategic objectives. The strategy should also allow for the development of a shared vision of the content of the two parts of IOM’s budget and of the best solution to the acute problem of outstanding assessed contributions.

258. Mr. de Alba concluded by agreeing that his paper was sure to be broken down into its constituent parts, each of which would subsequently be dealt with in different documents or resolutions. The paper had never been intended to limit IOM’s flexibility and made a clear distinction between the Organization’s project-based approach and policy matters; it was in the latter area that greater State participation was desired. Part III of the paper, for its part, dealt with the choice between zero real and zero nominal growth, and the possible use of new Members’ contributions. This could be discussed separately with a view to finding solutions.

## **DRAFT REPORTS ON THE EIGHTY-EIGHTH SESSION AND THE EIGHTY-NINTH (SPECIAL) SESSION OF THE COUNCIL**

259. The Council adopted Resolution No. 1126 (XC) approving the reports on its Eighty-eighth Session (MC/2153) and Eighty-ninth (Special) Session (MC/2169).

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

260. By virtue of Resolution No. 1127 (XC), the Council endorsed the decisions taken by the Executive Committee at its Spring Session and took note of the report on the Hundred and Second Session of the Executive Committee (MC/2174).

## **SUMMARY UPDATE ON THE PROGRAMME AND BUDGET FOR 2005**

261. 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 2005 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 899.2 million to USD 1.1 billion. That was mainly due to the implementation of the out-of-country voting programme for the Iraq elections, programmes to provide assistance to victims of the tsunami and new and expanded activities under various services.

262. The Subcommittee had been informed that the Director General had authorized the use of USD 980,000, taken from the additional overhead of USD 2.98 million, to supplement the 1035 Facility, to finance ongoing work on the development of the new human resources management system, PRISM, and to assist migrants in need through the Stranded Migrant Facility, which had replaced the Humanitarian Emergency Operations Assistance Account. The balance of the additional overhead had been carried forward to 2006 and added to the estimates for Discretionary Income.

263. The Council took note of the Summary Update on the Programme and Budget for 2005 (MC/2175).

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

264. The Rapporteur of the Subcommittee on Budget and Finance reported that total outstanding contributions stood at about CHF 5.7 million. At the time of the Subcommittee's meeting, 17 Member States had been subject to the provisions of Article 4 of the Constitution. Three of the four Members that had concluded repayment plans with the Administration, namely Argentina, Armenia and Nicaragua, were meeting the agreed terms, while Bolivia was again considered to be subject to the provisions of Article 4 of the Constitution. A number of Member States had

expressed their concern at the level of outstanding contributions. Two donor governments had indicated their intention to stop funding projects in countries with outstanding contributions, but some other delegations had said such a move would be counter-productive. 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 and report to the Council on the reasons for their inability to meet their financial obligations.

265. The Administration provided a brief update on the situation regarding outstanding contributions since the Subcommittee meeting. Regarding contributions outstanding for 2004 and prior years, he regretted that the situation had not significantly improved. Both the Deputy Director General and the Chairperson of the Subcommittee had sent reminders to all Member States who were subject to Article 4 of the Constitution, and the Administration continued its efforts to ensure the settlement of outstanding contributions. He stressed that the issue of arrears had a significant impact on the financial health of the Organization and indicated that IOM was currently holding discussions with several Member States to work out repayment plans.

266. The delegate of Peru announced that in October 2005 her Government had made a formal commitment to pursuing a repayment plan as of 2006.

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

## **PROGRAMME AND BUDGET FOR 2006**

268. The Rapporteur of the Subcommittee on Budget and Finance reported that the Administration had proposed the consolidation of functions within the pillar of Migration Management Services at Headquarters into three main headings, namely: Migration and Development, Facilitating Migration and Regulating Migration. The structural change, which had no cost impact, was designed to enhance synergies and the delivery of migration services in an efficient and effective manner. The establishment of an Elections Support unit had also been proposed in response to requests from governments for IOM's assistance in organizing external voting programmes for their citizens.

269. The Administrative Part of the Budget, presented on the basis of zero nominal growth, amounted to CHF 37,119,000. As some Member States had not agreed during the informal consultations to the Administration's original proposal for an increase in the Administrative Part of the Budget, it was highlighted by the Administration that it would be difficult to absorb statutory costs related to salaries and entitlements of approximately CHF 992,000 every year. Several Member States had indicated their willingness to agree to zero real growth in the Administrative Part of the Budget.

270. The Operational Part of the Budget for 2006 was estimated at USD 429.6 million.

271. While a number of delegations had expressed support for the Stranded Migrant Facility<sup>4</sup>, which replaced the Humanitarian Emergency Operations Assistance Account, others cautioned that the Facility should be used for humanitarian purposes only.

272. Having reviewed document MC/2176, the Subcommittee had recommended to the Council that it approve the Programme and Budget for 2006 subject to the reservation expressed by the United States on the Stranded Migrant Facility, which was lifted by the Member State during the session.

273. The delegate of Germany stated that the problem of outstanding contributions posed a real threat to the Organization's ability to carry out its functions. He requested the Administration to elaborate and propose an action plan for dealing more effectively with outstanding arrears before the spring 2006 session of the SCBF. He also urged the Chairperson of the Council to pursue discussions on strategy with Member States with a view to continuing consultations and consequently achieving results.

274. The Council adopted Resolution No. 1128 (XC) on the Programme and Budget for 2006.

#### **PROJECT-RELATED OVERHEAD RATE POLICY**

275. The Rapporteur of the Subcommittee on Budget and Finance reported that the Administration had presented a draft resolution on change of the overhead rate policy from 12 per cent on staff and office costs to 5 per cent on total costs with the exception of resettlement and return programmes where international transportation costs constitute a significant portion of total costs. The draft resolution had taken into consideration the views expressed by a number of Member States during preceding discussions at informal consultations and in bilateral meetings.

276. Following the Subcommittee's recommendation, the Council adopted Resolution No. 1129 (XC) on project-related overhead.

#### **IOM SOCIAL SECURITY SCHEME**

277. The Rapporteur of the Subcommittee on Budget and Finance reported that due to low returns generated on the Provident Fund and concern over the financial situation of staff members upon retirement, a Working Group comprising representatives of both the Staff Association and the Administration had reviewed the possibility of joining the United Nations Joint Staff Pension Fund (UNJSPF). Its final recommendation, endorsed by the Director General, had been that IOM should join the UNJSPF. The Subcommittee had recommended that the Council approve that recommendation.

278. The Council endorsed the Subcommittee's recommendation and adopted Resolution No. 1130 (XC) on the IOM social security scheme.

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<sup>4</sup> Subsequently renamed to Humanitarian Assistance to Stranded Migrants

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

279. 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), on behalf of the staff, had expressed satisfaction with the transparent process on the review of the social security scheme. He had also strongly supported the Administration's position to get some relief from the zero nominal growth principle under the Administrative Part of the Budget, as its strict application had a negative effect on operational efficiency and staff morale. He had highlighted areas where greater cooperation with the Administration was desirable and expressed concern over the delocalization process.

280. The Subcommittee had examined document SCBF/281 (Support for developing Member States and Member States with Economy in Transition – 1035 Facility) and the Administration had reiterated its commitment to ensuring an equitable regional distribution of funds. Member States had been informed that a webpage had been established for the Facility and that a second evaluation had been undertaken focusing on the impact of the Facility criteria and guidelines. The Administration had renewed its call for further investment in the 1035 Facility in the form of specific voluntary contributions from Member States.

281. The Administration had provided an update on the Manila Administrative Centre and justification for the planned establishment of another administrative centre in the western hemisphere. The need for greater efficiency and the application of zero nominal growth had compelled the Administration to explore the possibility of carrying out certain administrative functions in lower cost locations. Several delegations had supported the proposal to establish an Administrative Centre in the Western Hemisphere to be located in Panama. One delegation, however, recalled that the Manila Administrative Centre had been created to provide a 24-hour service globally and expressed concern why another administrative centre in a different region was required.

282. Having examined document SCBF/282, the Subcommittee had decided to continue consultations on the establishment of a new administrative centre in the western hemisphere.

283. The Administration had also provided an overview of the progress made in streamlining procedures, establishing policies and harmonizing conditions for all staff. It had reported that the total number of staff at the end of June 2005 was 4,945, an increase of approximately 20 per cent compared with 2004. It had also indicated that the new human resources management system, PRISM, was expected to come on line in January 2006. The system would provide additional functionalities for enhanced management of human resources and staff and offer on-line access in different geographical locations.

284. The External Auditors – the Office of the Auditor General of Norway – had responded favourably to a request from the SCBF Chairperson to extend their mandate for a third and final term, from 2007 to 2009. The SCBF Chairperson therefore recommended that the term of the Office of the Auditor General of Norway be extended.

285. The Council took note of the other items discussed by the Subcommittee.



### **ELECTION OF THE EXECUTIVE COMMITTEE**

286. The Council was informed of the names of the following 33 Member States that wished to be represented on the Executive Committee: Afghanistan, Algeria, Bangladesh, Belarus, Chile, Congo, Costa Rica, Ecuador, Egypt, El Salvador, Germany, Ghana, Guatemala, Hungary, Iran, Italy, Japan, Kenya, Madagascar, Mexico, Morocco, Netherlands, Nigeria, Peru, Romania, Senegal, South Africa, Sri Lanka, Sweden, Thailand, Ukraine, United Kingdom and United States of America.

287. Resolution No. 1131 (XC) on the election of the Executive Committee was adopted.

### **OTHER BUSINESS**

288. There was no other business.

### **DATE AND PLACE OF THE NEXT SESSIONS**

289. The Council adopted Resolution No. 1132 (XC) concerning its next regular session and inviting the Executive Committee to meet in June 2006. Tentative dates were: 28 November to 1 December 2006 for the Council and Wednesday, 7 June and the morning of Thursday, 8 June 2006 for the Executive Committee. Provisional dates for the Ninety-fifth and Ninety-sixth Sessions of the Subcommittee on Budget and Finance were 10 May, and 31 October and 1 November 2006 respectively.

290. The date proposed for a possible Ninety-first (Special) Session of the Council was the afternoon of Thursday, 8 June 2006.

Annex I

**STATEMENT BY THE DIRECTOR GENERAL**

Distinguished delegates, ladies and gentlemen,

**Migration in 2005**

1. Migration is the focus of international attention. In 2005, migration has been the subject of unprecedented international scrutiny. It has been a topic of intergovernmental consultation in every part of the world, from Brussels to Beijing and Bali, and from Vancouver to Vienna.
2. Three significant reports. This year saw the publication of a new *World Migration Report* from IOM; the *Report of the Global Commission on International Migration*; and the World Bank's *Global Economic Prospects 2006*.
3. *WMR 2005*. IOM's biennial report addressed the theme *Costs and Benefits of International Migration* in broad social, economic and political terms, and laid out the opportunities and challenges it offers.
4. GCIM Report. The GCIM Report *Migration in an Interconnected World* undertakes a comprehensive examination of the way states and other stakeholders are addressing the issue of international migration and puts forward both global principles for action and recommendations for enhanced inter-institutional cooperation.
5. GEP. The central theme of the World Bank's GEP 2006 is the economic implications of remittances, in particular, how policies can increase the role of migrant-created capital in reducing poverty. The report is an indication of the growing cooperation between IOM and the World Bank.
6. Convergence. Each of these documents has been developed from an independent standpoint, but there is a remarkable degree of convergence in both their views about the nature of contemporary migration and the broad policy orientations they propose.

The economic dimension of migration

7. Remittances. By now we are all conscious of the need to identify and reinforce the proper role of remittances in promoting development. The recorded amounts rise year after year, reaching USD 232 billion in the latest report of official flow, with USD 167 billion going to developing countries.
8. Labour migration in Asia. This year's meeting in Bali of the three-year-old Colombo Process saw a breakthrough. For the first time, Asian labour sending countries met at Ministerial level with counterparts in the receiving states of Asia and the Gulf and found major areas of

common interest. Asia is also the theatre of enhanced interagency cooperation on migration through the ambitious programme of research and publication undertaken by IOM and the Economic and Social Commission for Asia and the Pacific (ESCAP).

9. Business Advisory Board. The first meeting of the BAB was interesting and shows promise for the future. Through it we hope to involve the private sector more directly in the debate on the global labour market, where companies are already major players.

#### Institutional Developments.

10. IOM Council and the high-level dialogue. We see again this year that our Council has become the annual gathering of policy-makers in the field of migration. Next year's Council will be well placed to draw conclusions from the high-level dialogue on migration and development to take place in New York in September.

11. Expanded GMG. The concept of direct coordination by interested agencies in the Geneva Migration Group received a strong boost through the report of the Global Commission. On 15 December the GMG will meet to agree on enlarged membership. I shall propose that the GMG report regularly to the IOM Council, as it has in the past.

#### Other partners

12. Capacity-Building in the Regions. IOM's *Essentials of Migration Management* has made it possible to reinvigorate our training efforts for governments in the context of major regional consultative processes. The *International Agenda for Migration Management* has been a useful tool in those activities.

13. EU and its Neighbours. The Austrian Presidency of the European Union in the first semester of 2006 will focus on a Vienna Declaration on migration. IOM expects to play an important support role. The East-West migration axis is of growing importance to the states of the CIS. Our proposal for trans-Mediterranean dialogue between Europe and Africa can be useful in the joint effort to moderate clandestine flows.

14. Health. On November 16, WHO and IOM signed a Protocol covering five priority areas of cooperation. IOM is committed to assist states with the migration dimension of the avian influenza crisis.

#### **Year of natural disasters**

15. Sadly, 2005 was also a year dominated by natural disasters. IOM has played a leading role in the international response, bringing emergency and reconstruction help to tens of thousands of displaced victims.

16. Tsunami. Our assistance to Indonesia, Sri Lanka and Thailand in the wake of the tsunami was instant. It continues to build up as we enter the reconstruction phase. In Aceh and on the East Coast of Sri Lanka, we have built thousands of transitional shelters. In Aceh we are assisting the former rebels to return as well to a new life in their communities.

17. Pakistan Earthquake. The Winter Race for shelter is still being run. The international community needs to inject more funds into this effort. In my recent visit to Pakistan, IOM reached an agreement to replicate the successful Aceh model for construction of schools, clinics and other public facilities. We hope to create employment and help resurrect community life beginning next spring.

18. Clusters. IOM has taken the lead coordination role in the shelter cluster in Pakistan, the first try-out of the new IASC cluster concept. We have had many partners in this enterprise, most importantly the IFRC.

19. Central America. With some regret I must report that we were unable to mobilize funding for the victims of the tropical storms in Guatemala and other countries of Central America. There too we could have helped significantly, as we did in the aftermath of Hurricane Mitch.

### **Conclusion**

20. In a rapidly evolving world, migration is both a cause and a result of change. International migration, especially labour migration, generates a complex set of costs and benefits for the country of destination, migrant workers and country of origin. IOM remains committed to working with its Member States, institutional partners and the community at large in the design, development and implementation of policies that will better manage population mobility, ensure the protection of migrants and enable them to contribute effectively to the social and economic development of their countries of origin and employment.



Annex II

**STATEMENT BY THE DEPUTY DIRECTOR GENERAL**

Ministers, Ambassadors, Distinguished delegates,

1. I am happy to be in your midst today for this Council session, the theme of which is of capital importance and is crucial to the proper conduct of our work.
2. I should like to congratulate you Mr President, together with the other Officers, on your election to lead the work of our Council.
3. Allow me to convey our full appreciation to the outgoing President, Ambassador de Alba, and his team of officers, for their devotion to our work over the past year. I have no doubt that the discussions he began will form the groundwork for better grasping the changes needed in the functioning of our organization.
4. I would also like to greet all the delegations present here today, and to welcome all our new Member States and our new observer. In receiving you, Member States are confirming their desire for openness and universality.

Mr. Chairman,

5. The first year of my second mandate has been marked by the consolidation of the budget process that we started three years ago. I must say that this exercise, although a tough one, has made for a better understanding amongst us, and has also signalled our determination to be transparent *vis-à-vis* all our States, including donors and beneficiaries.
6. Although you have confirmed zero nominal growth, I would like to take this opportunity to appeal to you again to re-examine the matter favourably, so that by adopting zero real growth you would enable us to respond adequately and efficiently to your requests.

Ladies and gentlemen,

7. In 2005, we did make some headway with our agenda to highlight the interrelationship between migration and development.
8. Indeed, whichever field of development you may choose, be it the education, health or private sector, to name just a few, our concern over the past six years has been to underscore the added value that the vital forces of migration could generate in the development policies of developed as well as developing countries.
9. Substantial progress has been made in the health sector by drawing on health personnel from the diaspora to build technical capacities and human resources in the health systems of countries of origin (e.g. MIDA between Europe and Africa, and between Latin America and the Caribbean, and North America).

10. The same approach has been followed in the education sector, where university networks in the diaspora are beginning to intervene in their spheres of competence to raise the level of performance of the education systems in migrants' countries of origin (e.g., between Europe and Africa).
11. The private sector too is doing its part, especially with respect to good economic governance, with investments in joint ventures using funds remitted by migrants (e.g., in Asia and Central America).
12. Naturally, the accomplishments in that regard have prompted us to propose to our Member States that they should build migration into their development programmes and policies.
13. Migration indicators are now under study and will in time make it possible to evaluate the potential impact of such an exercise on the various policies being followed by developing countries.
14. A major awareness-building campaign is also underway amongst Heads of State and Government, as well as political decision-makers and development partners so as to draw their attention to the importance of making migration a component of their respective development strategies, and in particular of their PRSPs and their MDGs.
15. In the next phase we will be exploring the possibility of developing a systemic analytical model that integrates the vital forces of migration into the development programmes of some countries that are keen to improve the performances of their health, education and private sectors between 2005 and 2010 when the next evaluation of PRSPs and MDGs is scheduled.
16. In the same endeavour to place migration on international agendas both within and outside the United Nations system, special efforts have been deployed this year in various forums to highlight the developmental impact of migration, in particular amongst Small Island Developing States in the wake of the tsunami. This has led to a strengthening of our relations with the **Caribbean/Caricom countries**.
17. Moreover, this type of cooperation has enabled us to disseminate and share information relevant to improved migration management within the regional processes in which we participate regularly. In that regard, I wish to congratulate the member countries of the Puebla Process and of MDSA on their accomplishments, which are so positively influencing developments in MIDWA.
18. Similarly, we have strengthened our cooperation with the **ACP countries** and are now preparing an action plan in the context of the review of the Cotonou Agreement. It seems important to us in the context of the negotiations between Europe, Africa and the Caribbean, and specifically with regard to Articles 13, 79 and 80, as well as in the framework of talks underway between sub-Saharan Africa, the Mediterranean and Europe. Strategic frameworks are either now being adopted or are being implemented.
19. One of our major concerns in these collaborative frameworks is the possibility of forging genuine partnership between countries sending and receiving migrants so that the countries may be able to grasp the problems of migration with the greatest possible chance of mutual

understanding. You will agree with me that these conditions can only exist if we build the capacities of all countries of origin so as to equip them with the best tools that are indispensable to better migration management. This is why we insist on education in all areas that are of concern to us. Lastly, the past year has been rich in partnerships with institutions originating in civil society and the diaspora, including **IntEnt, Africa Recruit, ENDA, Avenir Nepad**. We hope that these partnerships will help us to expand and consolidate our action to further the integration of diasporas in their host countries, as well as to boost their contribution to the social and economic development of their country of origin.

20. This review would not be complete if I neglected to mention, and not without some pride, our activities pertaining to gender.

21. Impressive progress has been made in that field in recent years thanks to a dynamic and efficient team that regularly organizes meetings, workshops, and produces written documents and videos in our various areas of endeavour, namely migration/gender and development, gender and trafficking, gender and AIDS, etc.

22. Our latest international intervention had to do with gender/migration and the millennium development goals, and the United Nations Assistant Secretary-General and Special Adviser on Gender Issues, Mrs Rachel Mayanja, will be taking the conclusions to the next United Nations High-level Dialogue in 2006.

Ladies and gentlemen,

23. Throughout 2006 I shall continue to help raise the profile of IOM in international forums. Accordingly, preparations for the forthcoming United Nations High-level Dialogue will account for a substantial part of my activities in the way of groundwork and building awareness amongst States. This process is already under way in the African Union and will be continued in the Francophonie at the next France-Africa Summit on 3 and 4 December 2005. I also furthered the process during my recent meeting with the GRULAC Ambassadors here in Geneva.

24. My activities for 2006 will therefore fall into two broad categories:

- **International cooperation and multilateral activities**: in partnership with the UN Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States, and the Government of Benin, we are making preparations for a Ministerial Conference in Cotonou in February 2006 on the topic of money remittances by migrants. It will be an opportunity to examine, together with the Ministers present and the migrants themselves, and to seek ways and means of enabling the countries of origin of those migrants to benefit from the funds transferred. The sharing of experiences with countries that do not fall into this category will be strongly encouraged. Beyond the controversy surrounding official development aid, it will be interesting to hear the views of those in charge of financial matters in those countries on such a topical issue.

We will be continuing the cooperation started with international bodies within the United Nations system and of course outside it, in particular with the University Agency of La Francophonie and its Commonwealth counterpart, so as to advance our diaspora skill mobility programme.



- **Technical cooperation at the domestic level:** we will be continuing our endeavours to build the capacities of our Member States for the sake of better migration management in fields that could interest our donors. We will also be moving forward with the implementation of Migration and Development indicators and in building a model for the integration of migration into the PRSPs. This latter endeavour will undoubtedly be difficult and time-consuming, and leaves many a colleague puzzled if not doubtful. Yet I remain convinced that this represents one of the future lines of action in migration and development.

Ministers, Ambassadors, Distinguished delegates,

25. I should like to conclude by turning to a project that has been in progress for some time now but which I think merits our full attention in many respects. It is our strategy document. IOM has evolved considerably in terms of the number and quality of its Member States on the one hand, but also in terms of the complexity of the services being requested by those Member States, and in a rapidly changing environment.

26. It seems to me that consensus-based texts and guidelines more in step with our times would help our Administration to manage IOM with greater fairness, equality and transparency.

27. I wish you a pleasant stay amongst us and I hope that your discussions will be fruitful and enriching.

I thank you.